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GREATER BOSTON COMMUNITY SURVEY  
REPORT ON  
RECREATION AND GROUP WORK SERVICES

PARTS I, II, III

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Vol. 5  
pt. 1  
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by  
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Director, Division of Recreation & Group Work

Committee of Citizens  
to Survey ~~the~~ Social & Health Needs  
and Services of Greater Boston

261 Franklin Street  
Boston

Final Draft

February 1, 1949



HIV 80  
B7C62  
Vol. 19

1941  
Dec. 7, 1941

GREATER BOSTON COMMUNITY SURVEY  
Report on  
Recreation and Group Work Services

PART I

The Conduct of the Study

INTRODUCTORY STATEMENT

The Greater Boston Area covered by this study has every right to benefit from a sound approach in the distribution of recreation and group work opportunities. Being, as it is, the very cradle of "firsts" in this effort, its heritage is great. As the area in which the capital of an old and great state is located, it should reflect through its accomplishments the leadership it represents. As a great center of education and culture, its deeds should similarly reflect the most progressive thinking and understanding. Its people, proud of the historical place the area and its leaders hold in the records of the nation, should be ever alert to maintain its prestige. It is an industrial area where thousands of workers have leisure far beyond the limits existing a relatively few years back. It is a population center with areas of good and bad housing, with thousands of children and youth in need of the best the community can offer in opportunities for play and recreation, with families in need of all varieties of family recreation, and with a large number of aged in need of group association. All of these, and many more, are characteristics dictating that the area should have a modern approach in meeting the recreation and group work needs of its people.

The early pioneers, who aided in establishing in Greater Boston some of the "firsts" in recreation and group work in the United States, endeavored to appraise properly the conditions of their day. They moved ahead with new ideas and new approaches to meet needs which they discerned must be met if the area was to have a better community life. These pioneers deserve far greater honor than that of a caretaker's interest in the accomplishments of their day. The creative thinking and dynamic leadership represented by their deeds is the significant con-

tribution they left. They would be the first to pronounce that changing conditions call for changes in thought and approaches, if progress is to be achieved. A desire to progress is the real heritage they left and should be the achievement to which homage is due. This is the challenge for the leaders of Boston who are their successors and to which this report is dedicated.

Any study of the recreation and group work services for the Greater Boston Area is a huge undertaking. Included in the area are fifty-five towns and cities. In these towns and cities some one hundred eighty-two voluntary agencies are operating in the field of recreation and group work alone. In addition, numerous tax-supported agencies also operate in this field. To study so complex a situation in its entirety, agency by agency, was distinctly out of the question within the limits of time and money made available for this survey. But to endeavor to determine the desirable kind of organization, as a means of directing recreation and group work services, seemed possible and appropriate; and to endeavor to determine, in a general way, the desirable distribution of financial support for such an organization, also seemed possible and appropriate. These, then, have been the practical limits of the present undertaking and are the limits of this report.

At best, the report can only be a guide to a better understanding of major problems and to the direction of primary efforts in the task set forth. The reorganization recommended in this report will provide a solid foundation for future building. Also, when the proposed changes have been made, the community climate should be more conducive to continuous growth and accomplishment. These are the first and most important undertakings for all who are interested in developing and maintaining a sound program of community services.

Part II of this report is presented primarily as a backdrop against which the analysis and recommendations set forth in Parts III and IV should be viewed. In a general sense, Part II provides the criteria which the members of the survey staff have used in appraising the total situation represented by the study. A



Careful reading of Part II is therefore essential if Parts III and IV are to be properly understood.

Lack of a central national source for research and analysis of the cumulative developments affecting the organization and direction of recreation and group work services throughout the country puts the staff of a study such as this under considerable handicap. The Director of the Study feels confident, however, that the view points and philosophy here presented are sufficiently representative of present day thinking in the recreation and group work field to justify their use. They represent, in large part, the survey staff's understanding and interpretation of developments in the total field as formulated by the Director of the Study. Throughout the conduct of the study, conscious effort has been made to bring as broad a perspective as possible upon the Greater Boston situation.

The report does not include all the statistical data or observations, either in full or in summary form, which have been collected in the course of the study. The judgments incorporated in the report have been based, in large part, upon an analysis of this material and all data have been filed at the Survey office. The report has been condensed as much as seemed practicable in order to facilitate its reading and use.

In presenting its recommendations, the staff is aware that many of them will seem destructive of much that has been held dear to Boston. Yet objective thought has dictated that the recommendations be included. It is the unanimous opinion of the staff that the Boston area is not now receiving the services it should receive for the money being expended for recreation and group work services. Furthermore, it is our unanimous opinion that the Area cannot receive the service it should receive from present expenditures until much of the traditional pattern of operation is materially changed. In many instances this pattern of operation is as obsolete as would be the horse drawn fire engines and horse cars of a previous generation were they still in use today. The cost of upkeep is far too great

considering the range of service and the conditions of the times.

It is fully recognized by all those who have participated in this study that to carry out our recommendations will require a great deal of determination and courage. Traditional habits of thought and patterns of operation will be upset. The Survey Committee has a right to expect that lay and professional workers in the field will be the first to join with them in establishing sound principles of organization and administration to govern the program as a whole. All will support plans which have as their purpose a wise expenditure of the community dollar available for this field of service. To do otherwise would be a disservice to the citizens of the Area who so willingly give their support to all community programs.

Even though the study represents the thought and effort of many different people, the Director of the Study has organized and prepared the final report and is alone responsible for formulating the recommendations in their present form. Throughout the study and the preparation of the report, honest and humble effort has been directed, by all engaged in it, to do an objective and creative job which would strengthen the entire program of recreation and group work services in the area. No claim is made that this report contains the final solution to all of the important problems facing recreation and group work developments in Greater Boston. The study has been conducted and the report prepared in the conviction that it provides reasonable answers to major perplexing problems. We believe it presents a perspective which rises above agency interests, and we believe that lay and professional workers alike will recognize that, as citizens of the community, their primary interest should be in total community well being and their secondary interest in the part particular agencies should play in promoting that well being.

It is impossible to list and thank all of those who have assisted in the study. The Director of the Study, is happy at this time to express his deep appreciation to all of those with whom he has been associated for their willing and generous guidance and help.



Purpose and Scope. The basic purpose of this study, like that of the full Survey of Social and Health Needs and Services of Greater Boston of which it is a part, is to "make sure that the charitable dollar annually raised in Greater Boston does the greatest good for the greatest number in the most economical, effective way."<sup>1</sup>

The study has proceeded upon the principle that "the charitable dollar annually raised" includes both that part of the dollar raised by taxation for the support of tax-supported agencies in the recreation and group work field, and that part of the dollar raised by voluntary subscription for the support of voluntary agencies in the same field. Accordingly, both of these types of agencies have been given detailed consideration, not as two separate and distinct programs, but rather as two approaches to the same community problem. It is imperative that these programs should be both complementary and supplementary if total needs are to be met by an economical, effective utilization of the communities' total resources.

The Focus of the Study. The focus of the study, therefore, is on the way total resources made available for recreation and group work programs are organized for use, rather than on the effectiveness of individual agencies. The reasons for this approach seem to be obvious. Individual agencies may well be utilizing in an economical, effective way, when considered purely in terms of agency operation, the resources made available to them; but taken as a multiplicity of individual approaches to a general problem they may well be wasting total community resources when considered in terms of duplicating organizations, administrative personnel, facilities and programs. Without question this holds generally true in this field of service, and particularly in Boston, as subsequent sections of this report will point out. The major fact kept always in mind is that organizations are established as means to attain ends and not as ends in themselves. Loyalty to organizations and their efforts is commendable, but only to the extent that their

services are socially and economically sound as measured in terms of total values to the field of service and to the community as a whole.

General Methods. Methods used in the conduct of this study were those generally used in studies of this kind. The field work was largely done in the fall of 1947 and the winter and spring of 1948. A great deal of statistical data was collected and tabulated; reports of individual agencies were read; reports of special studies conducted by organizations such as The State Planning Board, the City Planning Board, the Boston Finance Commission, Special Committees and the Research Division of the Greater Boston Community Council were carefully read. Members of the Staff visited all of the major operations and prepared brief reports of their observations and findings; samplings of programs and memberships were secured; key people were interviewed, including board members and executives of many agencies; maps were prepared showing the location of all the major facilities used for programs of recreation and group work; financial statements and budget reports were studied; board memberships were reviewed and personnel policies and practices were similarly reviewed and studied.

Two groups of consultants have been used in connection with the study. One, a group of eight professional workers in the recreation and group work field, all from outside of Boston and with some national reputation and standing. They are considered national consultants and are so referred to in this report. The other, a group of 19 executives of Boston agencies which were organized as a Local Advisory Committee with a staff member of the Neighborhood Houses and Youth Agencies Division of the Greater Boston Community Council as Chairman.

The members of both groups were selected by the Director of the Study to represent a cross section of interests in the total field. They served in their individual capacity and in no sense as representatives of their organizations.

In addition, many policies and preliminary findings were discussed and reviewed by the National Consultants, both as a group and as individuals; and

modern roles for certain agencies, as well as general principles which should control community wide planning for recreation and group work, were discussed with the Local Advisory Committee, a committee of nineteen agency executives representing both tax-supported and voluntary agencies. Four meetings of this committee were held for this purpose. (See Minutes in Appendix "A")

The fifteen Health and Welfare Districts of Municipal Boston were considered as the geographic areas of service in Boston proper, and the five Metropolitan areas of the Greater Boston Area were considered as geographic areas of service for the area outside of Boston. In connection with the study of all of these Districts and Areas, population and total expenditure figures were considered. (See Population and Expenditures Studies in Appendix "A")



PART II

PLANNING A COMMUNITY PROGRAM OF RECREATION AND  
GROUP WORK SERVICES

The Need for a Community Wide Program. Throughout this report, emphasis is placed on the development of a community-wide program of recreation and group work services embracing the offerings of both tax-supported and voluntary agencies.

It should be immediately emphasized that what is conceived in this regard is not central administrative control. Rather, the emphasis is on central thinking and planning with respect to the total community, with decentralized operation in accordance with this central thinking and planning, and also in accordance with traditional agency operation in so far as this conforms to the central thought and plan. This is a goal entirely possible of attainment. With proper leadership in this effort, with opportunity for democratic participation by the agencies and representatives of the public at large, such an approach offers the best way to assure the community the greatest return in service from the total resources made available. Certainly this is a desirable and necessary achievement, which demands the best in creative thought and effort in an attempt at attainment. Such an attempt should not be dismissed simply because of past difficulties or because it presents certain new difficulties or because it breaks with tradition.

In considering this whole matter, it is well to keep in mind that programs of recreation and group work services have evolved from rather simple approaches, directed toward meeting the specific needs of specific groups or geographic areas, to the present rather broad approach of meeting leisure-time and group-association needs on a community-wide basis. Considered in today's terms, the original approaches were only partial and were established in accordance with social needs as recognized at the time. As time has elapsed and society has become more complex, social needs have become greater and of more significance in the development of both individual and community life; hence the entire pattern of community effort has expanded and broadened.

This evolutionary development has not always been direct and incisive. It has been slow and irregular and not always too well understood or interpreted. No well defined pattern has governed all agencies or all communities alike. Rather, the pattern represents changes in accordance with cumulative experience and the programs of some agencies and some communities have responded more rapidly than others in the effort to adjust to current social situations.

In many instances, because of the slowness of existing agencies to adjust their programs to new conditions, new voluntary agencies were created with a concept of their program in keeping with the expanded idea of the time. Also, as the importance of some of the social needs became generally recognized, tax-supported agencies were created to cope with these needs. Subsequently some of the older agencies expanded their programs in accordance with newer concepts. Resulting from this entire development, the average older metropolitan community has accumulated a variety of organization structures, each with a statement of purpose and philosophy somewhat in keeping with its original concept but expanded to meet current needs as it sees them. Each of these organizations traces its origin to some specific stage of this evolutionary development, and tends to justify its continued existence because of this, irrespective of subsequent developments in the total field on the national and community level. Settlement Houses, School Centres, Municipal Gymnasiums, Recreation Departments of Park Departments, Boys Clubs, Youth Agencies, Playground Associations, Recreation Commissions, Community Centres, Neighborhood Houses, Girls Clubs, and City Recreation Departments - all are illustrative of agencies created at different stages in this evolutionary development.

Irrespective of the number of organizations now carrying on recreation and group work programs, it is interesting to observe that their general approach is strikingly similar. All tend to put a great deal of emphasis on the development of the individual so that he may live a better adjusted life in a democratic society. All emphasize character training as an outcome of their program. Their programs

emphasize opportunity for leisure-time activities, for group association and for mental and physical development. They are concerned with neighborhood organization and family life, and struggle with community organization and the respective parts they should play in this program. The divisions of their programs, with respect to areas of interest, are similar if not identical; they use common methods; they each require the same general type of facilities; the qualifications for their leaders are similar if not identical; and they tend to use the same sources in securing their leaders. Hence, even though agencies are still recognized by the community as separate and autonomous entities, and effort is directed toward maintaining the belief that each has separate and peculiar functions, the major difference which actually exists in program offerings is related primarily to organization sponsorship and groups served. In this analysis the cultural and social backgrounds of organizations are momentarily disregarded in order to emphasize the fundamental similarity of approach by all organizations using recreation and group work methods and programs. Obviously, there are certain overtones and undertones which are emphasized by organization sponsorship. Each has a tradition and an outreach peculiar to itself and each is the product of its culture and may carry with it a set of cultural and social values peculiar to it.

Another point to be emphasized, with regard to this evolutionary development, is that it has taken place within two general spheres of influence which to a large extent have been kept separate and apart, namely, that of voluntary agencies and that of tax-supported agencies. Only recently has there developed a recognition that the programs within these two general spheres of influence should be both complementary and supplementary. As has already been indicated, they are generally governed by the same philosophic approach, their methods are the same, they each have a deep appreciation of the need for trained and qualified leaders to direct and guide their programs and the facilities they need are almost identical. As this realization has been impressed on the leaders in each sphere, efforts have been



directed to establish closer working relationships resulting in better joint planning and operation. Experience indicates that there is no inherent reason why this type of cooperative relationship should not generally exist.

One of the great lessons of the recent war pertains to cooperative joint planning and operation of a community program of recreation and group work services. Communities all over America, faced with both new and increased demands for recreation and group work opportunities because of the impact of the war upon them, learned through actual experience that total community planning in this field is not only desirable but practicable and can be attained if effort is positively and intelligently directed to that end. Six large national agencies, joining together under the banner of the U.S.O., learned that it was possible to plan and work together in accordance with common policies and procedure on the national and local level and under the same roof when desirable. Other voluntary agencies on the national level joined together to prosecute their war efforts in such joint undertakings as American War-Community Services and Associated Youth-Serving Organizations. These organizations learned also that it was possible and practicable to work jointly and cooperatively with governmental agencies to the same common end. Joint planning and operation in this field is, therefore, a realized experience and is possible of further extension in peace as well as in war.<sup>1</sup>

As social needs have expanded, the citizens of every community have been requested to support more and more services directed toward the development of better individual and community life. These requests include financial support through both tax levy and voluntary contributions. The aggregate of these requests has increased year by year until the total for the average community has reached such large proportions that it seems impossible of attainment. This situation, aggravated by the inflationary tendencies of the times, has caused the citizens and their community leaders to appraise with a critical eye the services the community is buying. They are aware that great progress has been made under the leadership

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(1) Johns, Ray - The Cooperative Process in the Administration of Group Work Programs - Association Press, New York

of community authorities, in accordance with sound technical advice, in the whole field of planning with respect to the physical development of communities, and they wonder why similar progress is not forthcoming in the area of community services. They readily recognize that there are not two communities, one a community of taxpayers and one a community of voluntary contributors. They further recognize that, within the limits of our democratic social system, it will always be possible for people to purchase specialized services of their liking; but when it becomes necessary to subsidize the provision of these services through the raising of community funds, whether by tax levy or voluntary contribution, the services then belong to the community and should be so recognized and considered. They are aware that isolationism and imperialism are as reactionary on the community level today as in world affairs and see no valid reason why the "one community" philosophy should not prevail.

All of this awareness focuses on the necessity for planning the expenditure of the community dollar available for the support of recreation and group work services. This makes essential the development of a community-wide program based upon cooperative joint effort of all agencies, both tax-supported and voluntary. Thoughtful professional leaders recognize this great need and stand ready and willing to contribute their best thought and effort to this end. To do otherwise would be considered a disservice to their profession, their field of service and the community.

In our democratic society, unlimited opportunity has always existed for individuals and groups of individuals to create and support services of one type or another which in their judgment seemed to be desirable. In many instances these services have been the beneficiaries of large funds which give them a permanence in the pattern of community agencies not continuously justified in the light of changing conditions. No thoughtful person would desire to establish an absolute bar to this freedom of action and opportunity. There is a point, however, determinable by the amount of financial support expected from the community at large,



where such freedom can be rightfully curtailed. Certainly some balance is justified between this desirable freedom of operation, so much a part of the workings of a democratic society, and the demands which are made upon society in general to support the continuing results. Some social disciplines must be developed and exercised by the community which have as their primary purpose the determination of a priority of needs and a priority of claim on community financial support. Within the field of recreation and group work services, the development of a community wide program based upon cooperative joint effort of all agencies, both tax-supported and voluntary, is a possible and desirable first step in developing and exercising such social disciplines.

Some Guiding Principles and Their Application. Certain statements which briefly summarize some of the lessons from general experience in the development of recreation and group work programs, can be set forth as basic principles to be used as guides in undertaking the planning of a community-wide program of these services. Seven of these statements, or principles, with some discussion pertaining to the applications of each, are presented at this point.<sup>(1)</sup>

Principle 1.

One of the basic needs of modern community life is that opportunities for play, recreation and group experience be provided for children, youth and adults regardless of their economic or social status.

Needs for play, recreation and group experience are basic human needs and every individual must in some way satisfy these needs if he is to be a well adjusted member of society. Some people can satisfy these needs largely within the limits of their own resources, but the great mass of people can satisfy them only as they group themselves together in rather large numbers and become participants in community-supported programs. It is with this large heterogeneous group that community-supported agencies, both tax-supported and voluntary, are largely concerned.

In order to appreciate more fully what is involved in meeting the needs

of these people, some categorical arrangement of opportunities seems to be desirable.

Accordingly, eight general categories of these opportunities are set forth:

- I. The opportunity to go places and enjoy one's time, along the lines of one's own interest, by oneself, in family groups or in the company of friends and where the leadership required is of a general supervisory or custodial type.
- II. The opportunity to become a member of a team and engage in team play where specialized facilities and equipment, formal team organization and organizational leadership, as well as skilled leadership in the control of the competition, is required.
- III. The opportunity to go places and engage in socially acceptable activities and group associations requiring special skill, according to one's own interests and skills, and where other people of like interest and skill, specialized facilities and equipment, informal organization and skilled leadership are required.
- IV. The opportunity to belong to a club or group where the satisfaction of group association and acceptance can be secured, where initiative and leadership ability will be recognized, where participation in the management of one's own activities is made possible, all under the general guidance of qualified leadership.
- V. The opportunity for those individuals and groups which have special needs because of timidity, inadequate skills, lack of proper social contacts and adjustments, to secure an understanding of their problem, beneficial association and technically skilled guidance.
- VI. The opportunity for individuals and groups to become associated with and participate in programs national in character, and designed to meet the needs of special age groups.
- VII. The opportunity to meet with neighbors and friends in a social environment to discuss current problems, civic improvements, etc., and thus participate in a program of community well being with the aid of stimulating leadership.
- VIII. The opportunity, for growing boys and girls particularly, to be associated together in a life in the outdoors and learn the skills associated with this type of living, and learn of the habits and beauties of nature through contact with them and with the aid of organization and leadership peculiarly fitted to this purpose.

Until relatively recently, little effort has been made to provide the above opportunities on the basis of minimum required coverage for the total community. Traditionally, the areas of a community with the highest frequency of social

problems have been considered the areas of first importance and they have, therefore, been prone to receive a concentration of service. Too often this concentration of service has been provided without proper consideration of all the factors, and there has resulted an over-concentration of similar types of service to the neglect of other needy areas. This has all been made possible by the unlimited freedom allowed to agencies and organizations to proceed with their plans in accordance with their own understandings and desires. Also, as has been previously indicated, the development of services in this field has been of an evolutionary character; concepts of the service to be offered by all agencies have periodically altered; there has been a vertical expansion to provide broader program opportunities, and a horizontal expansion to reach new groups; and the result has been to offer layers of similar service to the same groups or areas by different agencies. While it must be recognized that areas with the highest frequency of social problems are entitled to greater services, yet it must also be recognized that all areas of a metropolitan community need some of these services. Hence, there should be a reasonable proportion between services extended to all areas. This proportion can be approached only as categorical opportunities can be considered on an area basis rather than on an agency basis and priorities of service established.

#### Principle 2.

Given suitable facilities and qualified leadership, including cultural and social qualifications, it is possible for any agency, whether tax-supported or voluntary, to do an adequate basic job in organizing and directing programs of play, recreation and group experience.

This principle strikes at the general impression of many people that only certain agencies are able to organize and direct different types of recreation and group work programs. The basic requirement for purely recreational pursuits is opportunity to pursue one's interests and use one's skills in such a way as to receive the basic satisfactions to be derived from these experiences. If one has certain skills and adequate opportunity to use these skills in a cultural and social situation which is satisfying, it makes relatively little difference to him under



what auspices the opportunity is provided. An individual who seeks essential recreational satisfactions in swimming, tennis, golf, pingpong, gymnasium activities, bridge, crafts, music or dancing, etc., is not too concerned as to the auspices of the opportunity provided, except as the cultural pattern, adequacy of facilities and the social companionship and environment contribute to greater enjoyment. Similarly, in activities where leadership and guidance are essential for participation, the main requirements are competence and understanding in the leadership. A good leader can work under many different auspices and do an adequate job in each instance if he fits into the cultural pattern of the auspices and if he has the necessary tools and equipment. A good boys worker, for instance, can work in a Boys' Club, in a church, in a Y.M.C.A. or in a school; if he is acceptable to these agencies and is given equivalent opportunity to use his abilities. True, certain organizations have a status which adds to the attractiveness of the opportunities they offer, but when the distribution of basic opportunities provided at community expense is being considered there is some question as to the relative weight this status should be given. The important general consideration is the adequacy of the facilities, the quality and appropriateness of the opportunities presented, the quality of the supervision and leadership, and the tone of the controlling environment.

In considering the application of this principle, attention is directed to the fact that up to this point the discussion deals with the provision of basic recreation and group work services, or services governed by the normal needs of individuals and groups, which should be met on a community wide basis. Obviously, certain individuals and groups have special needs due to their own peculiarities - cultural, social, emotional or physical - which influence their need for special services. These special needs can best be met by certain agencies which are better equipped than others to perform this service. This fact should always be considered when planning a community wide program of recreation and group work services.



Principle 3.

The development of qualities of good citizenship and the promotion of neighborly association and civic responsibility are requirements for any agency organizing and directing programs of play, recreation and group experience.

Throughout the history of play, recreation and group work programs, the development of qualities of good citizenship by those who participate in them has been a common claim of the founders and the supporters of these programs. This claim has been one common basis for continuing support by the community at large. From time to time certain agencies have claimed that because of certain inherent reasons, such as their name, auspices and general approach, they were better qualified to carry forward such a program with specific groups than were other agencies working with the same groups. It is doubtful whether this claim can be substantiated. As previously stated under Principle 2, the degree to which a program is adequate and effective is almost solely dependent upon cultural and social pattern, equality of leadership, facilities, and general understanding of the requirements to be met by program offerings, together with the general tone of the controlling environment. The development of qualities of good citizenship as an outcome of play, recreation and group work programs is in the nature of a by-product which it is not always easy to discover or measure. Certainly any of these programs worthy of support from community funds is obligated to its participants and in turn to the community to have this as one of its basic outcomes.

Similarly the promotion of neighborly association and civic responsibility upon the part of participants in these programs is a basic requirement. While it may be true that agencies whose programs are primarily neighborhood-centered make greater contributions in the development of neighborliness, yet the fact remains that the neighborhood area, in so far as it can be defined in these days of urban life, has become a unit of program organization by all agencies, and friendly fellowship and neighborly associations are accepted as an outcome of all programs.

The development of civic responsibility pursues two general lines. In

working with individuals, all programs emphasize the need for the individual to carry his own responsibilities as a citizen in a democratic society. With respect to developing interest and action in a program of civic improvements, here again all agencies recognize the results of bad housing, poor health conditions, economic dependence and all the other indices of social breakdown in the community, as being conditions which affect the success of their programs, and, therefore, give great attention to these problems. The force of their leaders and their constituents is ever represented in community attacks on these problems and in many cases is a spearhead of such attacks.

With the growing appreciation of the inter-relationship which exists between all types of social problems and individual and community life, and the corresponding inter-relationship that should exist between all types of social programs, any agency which is entitled to and receives community support for its program, carries a responsibility to be active in developing and promoting these three essentials of individual and community life as outcomes of its program.

#### Principle 4.

The primary responsibility of the tax-supported agency in providing programs of play, recreation and group experience is to provide a background of facilities, qualified leadership and services on a community wide basis (as, for example, in libraries, museums, parks, playgrounds, and school and other municipal buildings).

The progress of public agencies in the field of play, recreation and group experience has been slow but progressive. Generally speaking, town and city governments all over America have accepted the responsibility of providing a wide variety of facilities to meet the needs of these programs and, as well, have accepted the responsibility for organizing and directing the use of these facilities for these purposes, and accordingly employ a staff of experienced and qualified leaders.<sup>1</sup>

Traditionally, this development has progressed under four common auspices, Park Departments, Boards of Education, Recreation Commissions and Public Library

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<sup>1</sup>National Recreation Association Yearbook, July 1947

Boards. Other types of facilities and services such as Zoological Gardens, Museums, Arboretums, etc., have also been provided at public expense and have made their contribution to the recreational life of the community.

Consideration of some of the developments which have gone forward under the auspices of Park Departments, Boards of Education and Library Boards, is desirable in order better to understand why they can be held responsible for providing the floor of facilities and service in this entire field.

Of these three agencies, the public parks have the richest heritage from the growth and development of play and recreation. This is undoubtedly due to the fact that the function of parks has always been more in keeping with recreational purposes than has that of the public schools. While parks were originally conceived as areas of beauty and conservation and set aside as open spaces, many park systems led the way in exploratory work with respect to organized play and recreation use. The Chicago parks, for instance, pioneered in the establishment of model playgrounds and neighborhood parks with large field houses for the use of neighborhood residents. Increasingly, as time has passed, park systems everywhere have included playgrounds, playfields, athletic fields, golf courses, swimming pools, tennis courts, picnic areas, and all types of recreational facilities as a part of their properties. More and more park leaders have given consideration to providing a balance in facilities throughout the area they served on a neighborhood and district basis. These leaders have participated in the development of county, regional, state and national parks. Also, as their system of facilities expanded, they recognized the need for guiding the use of these properties and employed trained and experienced administrators, supervisors and workers to aid the people in securing the utmost satisfaction in this use.<sup>1</sup>

The public schools have not been consistently active through the years in furthering play and recreation, either by developing programs of this type or through

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<sup>1</sup> The Administration of Community Recreation. National Recreation Ass'n.



the provision and use of school facilities for this purpose. However, certain developments within the school program have contributed a great deal to a better understanding of the part they should play in this program. The Social Center program inaugurated in Rochester, N. Y., in 1907<sup>1</sup> established the desirability and practicability of using schools as neighborhood social centers and led to the creation of a Department of Social Centers and Extended School Use as a part of the Public School organization in many cities throughout the United States. During World War I the public schools were used extensively for neighborhood and community organization and became established centers for community life.<sup>2</sup>

Between the two World Wars, the function of the public schools and its program underwent great change. The curriculum was reoriented to place greater emphasis upon its adjustment to individual needs and training for citizenship in a democratic society. Training for leisure became one of the notable functions of the schools and physical education and recreation activities became a part of the regular school program.<sup>3</sup> Similarly, programs in club activities, arts and crafts, music and dramatics received emphasis as a part of the school program in training for leisure. Because home environment and training have a great impact upon children, programs of parent education were included as a part of the schools' responsibility, as were informal programs of adult education in recognition of the fact that many adults desired opportunities to extend their education on this basis.<sup>4</sup>

Concurrently with this development, requirements for school properties and for the design of school buildings were radically changed. If schools were to include as a part of their program opportunities for training in leisure time activities, they needed facilities for this purpose. Hence it was accepted that each elementary school should have an adequate playground as well as adequate and functionally designed rooms for other activities. Similarly, if the school was to

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<sup>1</sup>The School Social Center - E. T. Ward

<sup>2</sup>Report of the U. S. Commissioner of Education - 1918 - Government Printing Office, Washington, D. C.

<sup>3</sup>The Unique Functions of Education in American Democracy, Educational Policies Commission, Washington, D.C.

<sup>4</sup>N.E.A. Yearbooks, National Education Ass'n., Washington, D. C.

serve as a center for neighborhood adult activity, it had to be designed accordingly. In keeping with this thought, the accepted size for an elementary school site was set at five acres, and sites for junior and senior high schools at from fifteen to twenty-five acres to allow space for play fields and athletic fields, and the modern school building was designed and constructed to serve as a center for the neighborhood education and activity of all ages.<sup>1-2</sup>

As the play and recreation program under Park and School authorities moved progressively forward, and as the need became recognized for better integration between these programs, in the interest of more efficient and economical administration, many towns and cities established Playground and Recreation Commissions for this purpose.

The usual pattern followed in creating these commissions is to place on them certain members of the Park and School Boards and their respective staffs, supplemented by a few interested and prominent citizens. The authority granted these commissions varies somewhat, but generally they have full power to organize and direct the tax-supported play and recreation program using both parks and school facilities as permission is granted by the respective Boards in control.

These Commissions pioneered in demonstrating to public officials and citizens at large the value of a completely integrated tax-supported program, and aided in demonstrating the desirability and economy of planning and providing a single park-school property to serve certain neighborhood, district and community wide areas. The degree to which this form of management has been accepted by local governments is evidenced by the fact that the 1947 Yearbook Issue of Recreation Magazine, published by the National Recreation Association, shows that in the year 1946, 409 out of 1400 agencies reporting on their recreation services had such

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<sup>1</sup> The Design of School Buildings - Streyer & Ehglehardt - Columbia University Press  
<sup>2</sup> A Guide For Planning School Plants - 1946 Report - National Council of School House Construction

policy-making Boards and Commissions.

While the development outlined above was taking place, great progress was being made in total community planning. Cities all over America, recognizing that our haphazard municipal growth permitted all types of developments not in the best interest of community living or of efficient operation of governmental services, established Planning Boards and Commissions generally empowered to make certain an orderly and effective community development. These Boards and Commissions have drawn up plans and regulations which control the general layout of housing developments; of commercial and industrial areas; of streets and major traffic arteries; of transportation lines and facilities; of parks and parkways, etc.; all in the interest of exercising sound community discipline in the physical development of the town or city.

Development of these disciplinary plans and regulations has produced the policy which is now accepted by Planning, Park and School authorities that park and school properties, on a neighborhood and district basis, should be combined in order to consolidate land purchase and utilization. Such combination makes possible the provision of larger areas for multiple park, school and recreation use, and the construction on this property of a single functional building to meet the needs of these three programs. Accordingly, the most modern city plans call for neighborhood park-schools and community park-schools designed and built to further this policy.<sup>1-2</sup>

The development of public libraries has moved ahead in a way similar to that of parks and schools. Branch libraries serving certain districts of the community have been generally constructed so that library service is readily available to practically all citizens. In addition, in many communities libraries have expanded their program to include many other offerings of a cultural nature besides

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<sup>1</sup> A Guide for Planning Facilities for Athletics, Recreation on Physical and Health Education, Athletic Institute - Chicago, Ill.

<sup>2</sup> The Recreation System Plan for Washington, D. C. National Capitol Park & Planning Commission, Washington, D. C.



reading.

Although this brief review indicates that great progress has been made in providing a background of facilities, leadership and services essential for a community-wide program of play, recreation and group experience, it must be recognized that these developments have lagged in many communities. Such a background constitutes, in essence, a floor of such facilities, leadership and services. Tax-supported agencies have not always been immediately responsive to the need for change and hence have not always moved ahead in the provision of such a floor. Many inadequacies can be found in every community, but it is important to recognize that provision of this background or floor by tax-supported agencies is widely accepted and is definitely a trend of the times.

#### Principle 5.

The primary responsibility of private voluntary agencies in providing programs of play, recreation and group experience is to develop their programs against the background provided by the tax-supported agencies in order to meet the special needs of groups.

Throughout the development of recreation and group work programs, voluntary agencies have proceeded upon the principle that their major function was to meet the special needs of groups. In pursuing this general course, these agencies have been pioneers in developing much of what is now considered important in community recreation and group work programs.

Traditionally, two general types of voluntary agencies have participated in this development, namely, those whose program was organized and directed on a community wide basis, such as Boy Scouts, Girl Scouts, Y.M. and Y.W.C.A., and those whose program was organized and directed primarily to meet neighborhood needs, such as settlement and neighborhood houses, Boys' Clubs, Girls' Clubs, and Catholic Youth Organizations. Included within these two general types of agencies are those with national affiliations and those which are primarily local in character and affiliation.

In the beginnings of what is now considered a recreation and group work program, the voluntary agencies were the only agencies in the field, hence they pioneered much of what is now accepted as the responsibility of tax-supported

agencies. Agencies such as the Y.M.C.A. and the Y.W.C.A., for instance, were among the first to demonstrate the need and the value of special buildings, functionally designed to meet the needs of individuals and groups for association, physical and mental development and social activities. They were among the first to provide gymnasiums and swimming pools for community use and to organize gymnastic and athletic competition on a community-wide basis. Some of the first community athletic fields were built under Y.M.C.A. auspices. They pioneered in working with commercial and industrial establishments in the development of athletic, recreation, and education programs for employees. They were among the first to demonstrate the value of small group organizations as a method of work with all ages. They have demonstrated the value of using trained leadership in these programs and their training schools have provided large numbers of executives and leaders in community recreation under tax-supported auspices, as well as in all types of voluntary agencies. Similarly, many voluntary agencies, such as Playground and Recreation Associations of various types, pioneered much of present day tax-supported recreation and demonstrated the necessity for public concern and attention to these programs. Agencies such as the Boy and Girl Scouts and the Camp Fire Girls have likewise pioneered in special programs for certain age groups of boys and girls. One of the significant contributions these organizations have made pertains to the effective utilization of facilities under all kinds of auspices, and of volunteer leadership in their day by day program.

Concurrently with the development which went forward under agencies of the type mentioned above, the voluntary agencies which were primarily concerned with neighborhood needs and problems were making significant contributions to the development of the total program. They too pioneered in many ways. Settlements and neighborhood houses, for instance, have contributed a great deal in emphasizing the problems of neighborhood life in the poorer sections of the community and the values which can accrue to the total community through the development of a neighborliness

among people. They have demonstrated the effectiveness of neighborhood organization in pressing for community improvements and in working with the whole family as the basic social unit.<sup>1</sup> They have demonstrated values in using the neighborhood as a unit for the discovery of need and the organization of program; in using gangs and groups which are formed naturally in daily association, as units for program purposes; and they have aided in interpreting the social values of recreation and group work to the community at large. Probably more than any other agency, in their earlier work particularly, they have proved the values of social experimentation. Working on a neighborhood basis, they have come in contact with a variety of neighborhood needs and have developed facilities and program offerings to aid in meeting these needs, and this in spite of the fact that in the original concept of their work they were to avoid institutionalization and thus be free for experimentation.<sup>2</sup> Through this development they have become program centers for all types of service but more particularly centers of recreation and group work for children and youth in the districts they serve. Other agencies, such as the Boys' and the Catholic Youth Organization and Girls' Clubs, have likewise made their contribution in this development. Boys' Clubs, later followed by Girls' Clubs, have pioneered in the establishment of club houses set aside, particularly in the oft referred to "under privileged areas", for the social, educational, vocational, cultural and recreational use of their members at a nominal membership fee. Thus they have demonstrated the value of different centers available almost exclusively for the respective use of boys and girls of certain ages.<sup>3</sup>

Although this brief review of some of the contributions voluntary agencies have made to the development of recreation and group work is most incomplete, it serves to highlight the important part the voluntary agencies have played in this

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<sup>1</sup> Ollendorf, Henry - A Report on Boston Settlements - March 1948 - Appendix "B"

<sup>2</sup> Abbot, Grace - A Survey of Boston Settlements & Neighborhood Houses  
1934 - pp 2 - 5

<sup>3</sup> Boys' Clubs of America - A manual on Boys' Club operations pp 1-5



undertaking to date and the part they must play in the future in the continuation of their role of meeting the special needs of groups. It also serves to highlight how, through their experience of pioneering different phases of programs subsequently accepted as the responsibility of tax-supported or specialized agencies, they are equipped to continue in this role. If in the past, from time to time, they have tended to cling to certain programs longer than has proved wise, as measured in terms of a sound utilization of total community resources, it should be remembered that a perspective on total community developments has been difficult to secure with the degree of isolationism between agencies that has existed, and with the force of public opinion directed toward securing a better organization of resources, not as strong as now exists. Furthermore, the ability of the voluntary agency to devote its resources to the meeting of the special needs of groups is directly related to the development of a better understanding of the implications of the total program by the various agencies and the community at large and is based on the limits of the floor provided by tax-supported agencies. As this understanding grows, and the floor of facilities, services and trained leadership provided by the tax-supported agencies is broadened and extended, the resources of the voluntary agencies can be better utilized in performing their specific function in accordance with the accepted principles of planning and operation for the total program.

#### Principle 6.

A community-wide program of play, recreation and group experience represents the sum of all programs financed by the community dollar, which is made up in part by money secured through the tax levy and in part by money secured through voluntary contributions, and this program should, therefore, represent the wisest expenditure of this dollar.

Stated in this way, this principle may indicate to some that the sole criterion to be used in developing a community-wide program is the wisest expenditure of the dollar for service alone. Obviously, there is more to be considered than just this. There are certain values as related to organizational sponsorship,

such as loyalties, peculiarities of service, national leadership, etc. and special needs which must also be considered. The major problem is to secure the proper single perspective on the total program as made up of its proper constituent parts instead of a group of unrelated perspectives on programs which are inherently related but unrelated in plan.

Principle 7.

A central coordinating device, established by the voluntary cooperative effort of people of good will in the community, which is recognized and accepted by all agencies as the center for community planning, in accordance with generally accepted and established principles, is essential if the wisest expenditure of the community dollar is to be attained.

This principle recognizes the need for some central point at which the planning and operation of each of the major agencies, tax-supported and voluntary, may be brought in review for the benefit of all people in the community. It must be a point where the proper representatives of these agencies and the representatives of the broader community of interest embraced by the program in its entirety can sit down together, in mutual respect, and objectively and democratically discuss and find solutions to the problems encountered in this undertaking. There is no coercion or dictation or governmental control in such a proposal.

### PART III

The General Character of the Area and Services. The area covered by this Survey includes the City of Boston and 54 towns and cities within a radius of twenty-five miles of Boston. The Area embraces over 500 square miles and has a population just under two million. The City of Boston had a population of 766,386 in 1945, or approximately 40 per cent of the total population of the Area. The total valuation of land and buildings in the Area is in excess of \$3,600,000,000, approximately \$1,400,000,000 of which is found in the City of Boston.

In this study the 15 Health and Welfare Areas of the City of Boston and the 5 Metropolitan Divisions of the Area, as established by the Fund and Council, were taken as the geographic units for consideration,

The Index of Social Need<sup>1</sup> prepared by the Survey staff shows the areas of greatest need as being 9 of the Health and Welfare Areas of the City of Boston and 3 other communities in the area, Chelsea, Cambridge and Burlington. The areas with greater than average need include 4 of the Health and Welfare Areas of the City of Boston and 11 cities and towns, largely on a north and south axis through Boston. The areas of average need include one Health and Welfare Area in the City of Boston and 14 outlying cities and towns. One Health and Welfare Area of Greater Boston and 13 cities and towns have less than average need and 13 cities and towns are shown to be of least need. Thus it is seen that 13 of the Health and Welfare Areas of the City of Boston have a need, according to this Index, greater than average. Only 27 areas out of the 69 (15 in Municipal Boston and 54 outside Boston) have less than average need.

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The Index of Social Need (General Study No. 3 of the Survey) places the 15 Health and Welfare Areas of Boston and the 54 cities and towns of the Metropolitan Area in rank order so that the relative need for health and welfare services of these communities may be compared. The index for each community is based on 12 factors which indicate economic, social and health conditions in the community, for example, median monthly rent, proportion of old people receiving assistance, infant mortality rate, and the tuberculosis new case rate.



The significance of these findings for this study rests primarily in the fact that within the City of Boston there is so little variation in the Index of Social Need for the majority of Health and Welfare Areas as to indicate little priority of recreation and group unit service for the different areas.

While it may be true that some neighborhoods within these areas will show a greater social need, based upon different factors than those used in the Index of

Social Need referred to above, yet it is difficult to appreciate, with the conditions as general as they are throughout these areas, the validity of an approach based upon a neighborhood analysis of this kind. It would seem that the most practical approach would be to accept the uniformity of conditions as indicated by this Index, and proceed with a plan which is based upon an organization of service with a wider spread than the neighborhood. The projection of such a plan will mean sacrificing intensive services, as now provided in some neighborhoods, in the interest of utilizing existing resources to secure basic coverage of wider areas. With general conditions as they now are in Boston, the projection of such a plan will require both tax-supported and voluntary agency resources to be largely utilized in providing a background of basic facilities, leadership and service. Assuming that this will be the case, however, the existing resources will provide a greater return to the people and the foundation built will be one which will facilitate sounder growth for the total program.

These cities and towns outside of Boston which, according to the Index of Social Need, are comparable to the Health and Welfare Areas of Boston, also need to be given serious consideration, as do the other towns in the area. While to a large extent this is a matter of local concern, yet the entire Greater Boston Area must be considered as a single unit in respect to some phases of planning for programs of play, recreation and group experience. The report of the Metropolitan Park Commission submitted to the Legislature in 1893 emphasized this fact at that time. This report, with some additions by this writer as indicated by the underlined passages reads:

- "The growth of rapid transit by steam railroad, electric lines, (busses and automobiles) has made every municipality within ten miles (twenty-five) a close suburb of the City. The City population is fast diffusing itself over this Metropolitan Area, so that the area has already become in reality one large community. South of the Charles River the City of Boston and some of the other communities are already provided with open air (and indoor) recreational spaces and service. Elsewhere, however, one finds conditions to be much different, miles of thickly settled territory with

little provision for these spaces (and services) and in many communities no land available for recreational use. Socially, this great district is one, and its recreational needs should be met as a unified problem, otherwise natural development will surely be hampered." Certainly there are more valid reasons today for meeting the needs of this great area as a unified problem than there were in 1893.

The General Character of Agency Approaches. Table 1, which follows, will give some indication of the number of agencies providing programs of play, recreation and group experience in this Area. The agencies are listed by type of program. Also indicated in this table are the total expenditures for each classification of agency.<sup>1</sup>

Table 1.

NUMBER OF PUBLIC AND VOLUNTARY AGENCIES AND EXPENDITURES FOR 1946

BY TYPE OF PROGRAM

Type of program <sup>#</sup>	Number of Agencies				1946 Expenditures		
	Total		Public	Voluntary	Total	Public	Voluntary
Total	239*	57	182*	\$7,118,231	\$2,516,086	\$4,602,145	
Community-wide building-centered	27	--	27	\$1,480,074	--	\$1,480,074	
Neighborhood building-centered	54	2	52	1,456,009	107,982	1,348,027	
Neighborhood non-building-centered	53	--	53	311,260	--	311,260	
Playground and general recreation	60	55	5	2,532,886	2,408,104	124,782	
Established summer camp	40*	--	40*	1,023,450	--	1,023,450	
Other	5		5	314,552	--	314,552	

<sup>#</sup>Agencies classified as "community-wide building-centered" provide group work or recreation services to the population of a large geographic area - for example, the Y's-in buildings usually owned and operated by the agency. Agencies classified as "neighborhood building-centered" provide services in buildings usually owned and operated by the agency to persons living in the vicinity of the agency, for example, settlements and Boys' Clubs. Agencies classified as "neighborhood non-building-centered" serve persons of a neighborhood or small geographic area, for example, the Scouts. "Playground and general recreation" agencies include such agencies as the park departments, recreation boards and commissions and similar organizations providing facilities or programs for large numbers of people. Agencies classified as "established summer camps" provide a summer camp program for longer periods than overnight or week ends.

\* Includes some duplication of agencies since most camp programs are run by agencies with other recreation or group work programs.

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"Expenditures for Health and Welfare Services, by Field of Service and Sources of Funds, Greater Boston Area. 1946" - Appendix A,



Excluding the 40 camps from the total of 239 agencies shown in the above table, since these camps are largely operated by agencies with other recreation programs, we find roughly 200 public and voluntary agencies in this Area to be engaged in organizing and directing some phase of a program of play, recreation and group work. Within Municipal Boston there are 11 agencies conducting community-wide building-centered programs and 36 agencies conducting neighborhood building-centered programs, with a total of 74 different buildings in use. Twenty-six of these buildings are operated by tax-supported agencies. Furthermore, the Board of Education during certain seasons of the year operates 97 play-grounds which are primarily neighborhood-centered. The Boston Park Department operates 108 playgrounds with varied seasonal programs; 128 miles of bridle paths, walks, and driveways for horseback riding, hiking and like activities; 2 eighteen-hole golf courses; 2 toboggan slides; a sailing program; a swimming and life-saving program at 9 bathing beaches; 2 solariums; 2 indoor swimming pools; 12 indoor gymnasiums; a garden program in Woburn; home garden programs, etc. In addition to these services, the Park Division of the Metropolitan District Commission controls 11,381 acres of park area located in 22 cities and towns; 1,560 acres in parkways reaching 117 miles throughout the area; 144 miles of bridle paths; 94 facilities, including 2 golf courses, 20 beaches and 29 picnic areas, which serve individuals, families and groups from a wide area; and 41 other facilities for local use in 21 cities and towns in the area.

Quite obviously, what is found in the Boston Area today is a pattern typical of the development of recreation and group work services in communities where progress has gone forward on a piece meal basis, in response to significant changes in the whole movement of recreation and group work. Without the aid of a periodic review of the total development, which had as its prime purpose a consolidation of gains and the staking out of new guides and direction posts for future operations, this is a natural result.

A GENERAL ANALYSIS OF THE RECREATION AND GROUP WORK PROGRAM  
AS RELATED TO THE SEVEN BASIC PRINCIPLES.

In reviewing the program in the Greater Boston Area, using the Seven Basic Principles set forth in Part II of this report as the criteria, some interesting generalizations can be made which point up the major weaknesses of this program as it now exists.

Principle I sets forth the need for providing opportunities for play, recreation and group experience for people of all ages, regardless of their economic or social status. In the brief treatment of this principle in Part II, it was stated that it is quite possible for some people to satisfy their need for these opportunities within the limits of their own resources, but that in any community the great mass of people can secure these opportunities only as participants in community supported programs. Also, in the previous treatment of this principle, eight categories of opportunities were set forth to aid in defining the general limits of the total program. The following outline sets forth these eight categories of opportunities and indicates the general facilities that are needed for each, the auspices under which they should be provided and the kind of leadership associated with these facilities, if the opportunities are to be adequate.

CATEGORIES OF OPPORTUNITIES

INDICATING NORMAL AUSPICES FOR EACH.

Category No.	Auspices	Type of Facilities
No. 1. The opportunity to go places and enjoy one's time, along the lines of one's own interest, by oneself, in family groups, or in company of friends.	Tax-Supported	Large parks and reservations, beaches, parks, picnic and camping areas - specialized areas, i.e. tennis courts, golf courses, skating areas, winter sports areas, etc. Indoor centers, auditoriums, game rooms, libraries & reading rooms, lounges, etc.
	Voluntary	Indoor Centers - Game rooms - Activity rooms - lounges, reading rooms, etc., for special groups.
	Leadership	General supervisory or custodial.



Category No.	Auspices	Type of Facilities
No. 2. The opportunity to become a member of a team and engage in team play where specialized facilities and equipment, and formal team organization.	Tax-Supported	Athletic fields, ball diamonds, football fields, tennis courts, indoor athletic centers, gymnasiums, etc.
	Voluntary	Agency Building gymnasiums, pools, etc., available for the use of specialized groups on a membership or fee basis.
	Leadership	Organizational leadership and leadership skilled in the control of specific sports.
No. 3. The opportunity to go places and engage in socially acceptable and skilled activities and group associations, according to one's own interests and skills, and where other people of like interest and skill, specialized facilities and equipment and informal organization are required.	Tax-Supported	Playgrounds and play fields, community centers in schools or other buildings open as recreation and adult education centers.
	Voluntary	Agency buildings with community-wide building service for special groups on a membership or fee basis. Agency buildings with neighborhood-centered programs when not duplicating tax-supported service.
	Leadership	Skilled leadership.
No. 4. The opportunity to belong to a club or group where satisfaction of group associations and acceptance can be secured, where initiative and leadership ability will be recognized, where participation in the management of one's own activities is made possible.	Tax-Supported	Recreation and community centers in school or other buildings.
	Voluntary	Agency buildings with community-wide group work service for special groups on a membership or fee basis. Agency buildings with neighborhood-centered programs.
	Leadership	Qualified club and group organization leadership.
No. 5. The opportunity for those individuals and groups which have special needs because of timidity, inadequate skills, lack of proper schools, social contacts and adjustments, to secure an understanding of their problems, beneficial association and technically skilled guidance.	Tax-Supported & Voluntary	Meeting and activity rooms of all types.
	Leadership	Leadership is primarily of a guidance nature and can best be provided by voluntary agencies as a special phase of a broad group work program and utilizing both tax-supported and voluntary agency facilities.



Category No.	Auspices	Type of Facilities
No. 6. The opportunity for individuals and groups to become associated with and participate in programs, national in character and designed to meet the needs of special age groups.	Tax-Supported & Voluntary	Meeting and activity rooms of all types.
	Leadership	Skilled in particular programs and provided by voluntary agencies utilizing tax-supported and voluntary agency facilities.
No.7. The opportunity to meet with neighbors and friends in a social environment to discuss current problems, civic improvements, etc., and thus participate in program of community well-being.	Tax-Supported	Recreation and community centers, adult education centers in school or other buildings.
	Voluntary	All Agency Buildings.
	Leadership	Technically competent to present and guide the presentation and participation.
No. 8. The opportunity for growing boys and girls particularly to be associated together in a life in the outdoors and learn the skills associated with this type of living and learn of the habits and beauties of nature through contact with them.	Tax-Supported	Group camps as a part of park or school operations.
	Voluntary	Group camps as provided or used by qualified voluntary agencies.
	Leadership	Qualified in camp organizations and operations.

It will be noted from this outline that both tax-supported and voluntary agencies are properly concerned with providing some of the opportunities set forth in each of these eight categories. The fact that this is true adds emphasis to the need for careful joint planning between the tax-supported and voluntary agencies if the resources are to be provided and utilized economically and efficiently. This is particularly true as regards buildings (including gymnasiums, swimming pools, auditoriums, etc.), as well as large areas devoted to particular uses (such as playgrounds, play fields, sports areas, etc.). These are all facilities which demand the expenditure of large sums of money to acquire and construct. If unnecessarily duplicated, they waste the community's funds badly needed for other purposes. Also, if acquired and constructed by individual agencies without full regard to the plans of other agencies,

Table 2.

## DISTRIBUTION OF OPERATIONS OF RECREATION AGENCIES IN BOSTON BY HEALTH AND WELFARE AREAS AND BY TYPE OF AUSPICES, 1948

	TOTAL	Voluntary city-wide	Voluntary neighborhood	School centers	School playgrounds	Park gymnasias	Park play areas	Met. Dist. Commission play areas	Libraries	Museums	Housing projects
Boston, Total	352	15	52	14	98	14	102	13	32	4	8
Back Bay	16	5	-	1	4	-	2	-	1	3	-
Brighton	26	-	2	1	8	1	8	3	3	-	-
Charlestown	19	-	4	1	4	1	6	1	1	-	1
Dorchester No.	33	-	5	1	12	1	10	1	3	-	-
Dorchester So.	27	-	2	1	10	-	9	1	4	-	-
East Boston	27	-	6	1	8	1	7	-	3	-	1
Hyde Park	19	-	1	1	7	1	4	3	2	-	-
Jamaica Plain	14	1	1	1	2	1	6	-	2	-	-
North End	18	2	4	1	-	1	8	-	2	-	-
Roslindale	13	-	-	-	8	1	3	-	1	-	-
Roxbury	49	1	8	1	14	2	15	-	4	-	4
South Boston	26	-	3	1	6	1	10	-	3	-	2
South End	32	4	12	1	5	12	7	-	1	-	-
West End	20	2	4	1	3	1	5	2	1	1	-
West Roxbury	13	-	-	1	7	-	2	2	1	-	-

the resulting pattern will be extremely wasteful with respect to the total property taken from the tax-rolls for these purposes and also because a larger number of purchases under different auspices will not provide fully adequate facilities but tends to provide a pattern of numerous but inadequate facilities.

Table 2 shows the distribution of agency program centers in Boston by type and by Health and Welfare Area. This table shows a total of 352 different program centers or an average of 23 for each area. Certainly no thoughtful person would maintain that this number of program centers is essential. Leaving out the museums and the city-wide voluntary agencies the total is still 333, and these 333 are all primarily neighborhood program centers. This is an average of 22 neighborhood centers per area. The great tragedy in this pattern is that probably few of these facilities are adequate for the purposes of the day but they represent a large investment of the community's funds. A very small percentage of the School playgrounds for instance, are adequate, and yet the Park Board has approximately the same number of playgrounds in the same areas and a large percentage of the Park Board's playgrounds are likewise inadequate and represent large investments of the community's funds. Could these purchases have been coordinated it is probable that 120 good sized and adequate playgrounds could have been provided - an average of 8 to an area - each of which would give far wider and better service than the large number of smaller spaces now available. Even if the same investment would have been necessary to acquire and improve these 120 areas, the yearly cost of maintenance would be much less.

Consider the North, West and South Ends of the City, with a total of 70 program centers, 18 in the North End, 20 in the West End, and 32 in the South End. In all three areas the voluntary agencies support 28 centers and the tax-supported agencies 37, leaving out the libraries and museums. Certainly these areas do not require 70 different approaches to meet their play, recreation and group work needs. It is fair to assume that approximately 10 adequate and functionally designed facilities, strategically located, could do a far better job in meeting these needs than is



now the case with 70. These three areas of the city are of course the oldest areas. They are congested areas with poor housing mixed with commercial and industrial interests and have seemed to demand a concentration of services because of their many problems.

Quite obviously this whole pattern in the Greater Boston Area is the result of years of accumulation and ineffectual total planning and is now sustained at enormous cost to the community. We have reports of expenditures of more than \$4,000,000 for 1946, a figure probably not complete.

Principle 2 states that it is possible for any agency, given suitable facilities and qualified leadership, to do an adequate basic job in organizing and directing programs of play, recreation and group experience.

In the discussion of this principle in Part II, it was emphasized that the basic requirement for play, recreation and group experience is opportunity to pursue one's interests and use one's skills in an acceptable cultural and social pattern in order to secure the personal satisfactions sought. Accordingly, facilities and leadership are important considerations inasmuch as they influence the tone of the environment and the quality and attractiveness and appropriateness of the opportunities presented. If these factors are comparable or equal, agency auspices are relatively unimportant except as they may contribute to specific values associated with different agency programs. In the provision of basic opportunities for those who are the beneficiaries of a community supported program, however, these undertones and overtones as represented by some agency auspices are not factors to be given undue consideration.

The existing program in the Greater Boston Area, particularly in the City of Boston, and with respect to service in geographic areas, gives evidence that this principle has not been recognized or it has been disregarded in favor of a practice which gives undue weight to agency location and auspices. (Table 2) Agencies once

located in a given area in response to certain needs have been inclined to remain in these areas regardless of changing conditions. Similarly new agencies have been established in these areas without due consideration of the fact that existing agencies might expand their programs to do an adequate job for the area.

Also, the existing pattern indicates that many voluntary agencies have assumed that tax-supported facilities, regardless of their adequacy and their location in the area to be served, are somehow not suited to the purposes of a voluntary agency program, hence they have continued programs duplicating those under tax-supported auspices and have spent thousands of dollars acquiring property and constructing facilities which are in part, at least, a duplication of existing tax-supported facilities available for wider use. Little consideration has been given to the pooling of resources in order to provide greater opportunities more economically. Some agencies, faced year after year with inadequate budgets to employ qualified personnel for their programs, have continued to maintain and operate facilities which might better have been abandoned and the money thus released used to provide more leadership to work in the area, utilizing facilities under the control of other agencies. In one or two instances these agencies have moved into larger quarters in spite of the limitations of their budgets. A number of agencies working in the same geographic area have continued to request financial support from the community to maintain administrative and overhead organizations not at all justified by the type of programs they are able to organize and direct.

These statements will serve to emphasize the fact that more consideration has been given to agency auspices in the provision of basic opportunities in the Greater Boston Area than principles of sound planning justify. To the extent that this is true, the cost to the community has been increased. The provision of opportunities to meet special needs is treated in the discussion under Principle 5 below.

Principle 3 states that the development of qualities of good citizenship and the promotion of neighborly association and civic responsibility are requirements for any agency organizing and directing programs of play, recreation and group experience.

Even though this principle is generally recognized, it is often contended that certain agencies are peculiarly qualified to do a better job in these respects than other agencies. To the extent that the program of any agency is focused exclusively on the values stated in this principle, this may be true; but in considering a distribution of opportunities it should be clear that it is not necessary to have a separate Boys Club or Girls Club or Neighborhood House in each area to assure realization of these values. And certainly five neighborhood houses or settlements in the same area, as we find in the South End of Boston, are not needed to guarantee these results. The main requirement is an agency whose program is focused on the desired values.

Principle 4 states that the primary responsibility of the tax-supported agency is to provide a background of facilities, qualified leadership and services on a community wide basis, (as, for example, in libraries, museums, parks, playgrounds, school and other municipal buildings).

In the previous discussion of this principle, the general development of park, school, recreation commission and library programs were discussed to show why it could logically be expected that these agencies could provide this background. In considering the existing programs in the Boston area, therefore, it is wise to appraise the developments of these agencies in this respect.

Park Developments The park developments in the Greater Boston area have gone forward under two general types of tax-supported auspices -- The Parks Division of the Metropolitan District Commission, and the individual city and town authorities.

The Parks Division of the Metropolitan District Commission, a State Commission established by the General Court to serve the metropolitan cities and towns, has general authority to operate and maintain the properties included within its jurisdiction. The Commission secures appropriations from the General Court to finance its operations and these appropriations are assessed back on the municipalities included in the Metropolitan District for which the expense is incurred.<sup>1</sup> Forty-two towns and cities including Boston, are located within the Commission's Park District.

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<sup>1</sup>Development and Organization - Metropolitan District Commission - Appendix A.



Twenty of these towns are provided park areas of one type or another through the holdings of the Commission.<sup>1</sup> Additions and improvements to the systems of facilities operated by the Commission must be approved by the General Court and follow the same procedure as other legislative matters.

It is the general policy of the Commission not to operate facilities nor to organize programs of a local character. Instead, they permit local authorities to do this. Thus the Boston Park Department operates certain properties of the Commission which are located in Boston; the Cambridge Recreation Commission operates certain properties located in Cambridge; and local organizations in many other cities and towns in the District operate properties of the Commission located in their city or town. Properties of the Commission which serve larger areas than a city or town, such as its many beaches, are supervised by the Maintenance and Police force of the Commission. The Commission has no staff whose responsibility is to organize and direct play and recreation programs on its properties. From time to time bills have been introduced in the General Court to create a special park or recreation division in the commission to administer and promote the use of the park and recreation properties included within the Park District System, but these bills have always been defeated on grounds of economy.<sup>2</sup>

It is apparent from a review of early reports and legislation that at the time the Metropolitan Park Commission was created (1893), later absorbed by the Metropolitan District Commission (1918), it was recognized that park and recreational developments in the Metropolitan Area were of sufficient importance to be treated as "a unified problem, otherwise natural developments would be hampered."<sup>3</sup> While considerable progress in keeping with this concept has been made year after year, it is doubtful whether such progress has been as great as it should have been considering the character of the area and its great needs. To give a fair appraisal of this entire development, a special study pointed to this objective would be necessary. The best

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<sup>1</sup>Map I with Attachments showing type & location of Commission facilities - Appendix C.

<sup>2</sup>Pangburn, W. W. - Report of Conference with Chairman Morrissey of Metropolitan District Commission - Appendix A.

<sup>3</sup>Development and Organization - Metropolitan District Commission - Appendix A.

this report can do is to call attention to the fact that the program of the Park Division of the Metropolitan Commission has made a great contribution in the provision of properties essential in establishing a floor for play, recreation and group experience for the Greater Boston Area, and to urge all those interested in this development to become familiar with the plans and program of the Commission and aid in giving it the support it needs to make its work more effective. The properties the Commission now provides and those they should provide in future are the very foundation of an area-wide program of play, recreation and group experience. To ignore this fact or to accept it passively will contribute to an uneconomical development and use of area resources and retard the development of a basic floor of facilities and services.

Local authorities have made and are continuing to make great contributions in the provision of park properties, leadership and services essential in the provision of a floor accepted as the responsibility of tax-supported agencies. Twenty-eight of the cities and towns in the Greater Boston Area, including the five large communities of Boston, Brookline, Cambridge, Newton and Somerville, have a Park Board or public agency concerned with park developments.

Under the auspices of all of these agencies a variety of facilities, leadership and services is now being provided which vary proportionately with the general understanding in the individual community of the place of park areas of all types in modern community life and the quality of leadership, both professional and lay, associated with the program. Several of the communities in the area give evidence of moving ahead with a positive program of park development. Brookline, Cambridge and Dedham, for instance, are each profiting from a community-wide plan centered on the provision and utilization of park and recreation properties. Newton is developing interest in a similar plan and many of the smaller communities are awake to the need of this type of planning.

The early park developments in the city of Boston were outstanding. A Board of Park Commissioners was first created in 1876 by an act of the General Court,

with power to take land for, and to construct, public parks. Within 20 years this Board had acquired and constructed a comprehensive system of parks and connecting boulevards which was superior to that in many other cities.<sup>1</sup> Throughout the early years of this century, additions to this park and boulevard system were regularly completed, largely in the category of playgrounds, playfields and neighborhood recreational areas. Table 2 shows the location, by Health and Welfare Areas, of 102 playground properties and fourteen municipal gymnasiums under the control of the Boston Park Board. These playground properties vary in size from small neighborhood playgrounds to large playfield and recreation areas serving larger districts. Considering the problems of acquiring properties of this type in a city like Boston, the distribution of these areas throughout the different sections of the city is quite satisfactory.

The Boston Park Department has a rich heritage. Its record in recent years does not compare with its early record. Failure to carry forward, year by year, an adequate program of improvement and maintenance of its properties has resulted in deterioration. The failure to provide funds for leadership, qualified to organize and direct the use of these varied and valuable properties which tax monies have provided, has resulted in programs less satisfactory than the large investment deserves. Accordingly, the voluntary agencies have stepped in to supply deficiencies, with a resultant cost to the community's voluntary contributors of thousands of dollars a year. This is altogether unnecessary and should be corrected. In this connection, it is only fair to say that the last two years have seen some improvements in this situation. What is demanded in the active participation and support of all who are interested in the development of an effective and efficient community-wide program of services.

In summary of the general conditions presented by park developments in the area, with respect to their part in building a floor of facilities, qualified leadership and services for play, recreation and group experience, three salient points deserve emphasis. These are:--

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<sup>1</sup> Development and Organization - Metropolitan District Commission - Appendix A.



1. The holdings and program of the Park Division of the Metropolitan District Commission are the foundation for a system of park facilities for the total area.
2. Park developments under local auspices should be planned and developed as an integral part of an area-wide system and therefore require the active interest of the citizenry and the closest collaboration between the Metropolitan District Commission and local park authorities.
3. Boston, the largest city in the area, is lagging behind other communities in the development and utilization of its park resources. Voluntary agencies, accordingly, expend large amounts of money in doing a job which is not rightfully theirs to do.

As stated in the first report of the Metropolitan Park Commission in 1893, "Socially this great district is one, and its recreational needs should be met as a unified problem".

Public School Developments    The public schools in the Greater Boston Area present a variable pattern of facilities and programs, as measured by their present and potential contributions to an area-wide and community-wide program of play, recreation and group experience. No effort will be made in this report to present a detailed analysis of this pattern as it presents itself in the different cities and towns. It does seem important, however, to point up certain significant facts about this pattern which should be recognized by those who are concerned with the development of the kind of program this report is centered upon. These significant facts are:--

1. Every public school system in the area is concerned in its day-by-day program with bringing the children, youth and adults who are participants in its program into vital contact with the many and varied experiences of living, which include experiences in play, recreation and group work. The curriculum of each school system therefore includes opportunities for such experiences and each system has a department or division primarily concerned with the organization and control of these experiences.
2. Every public school system in the area has provided buildings and grounds designed, constructed and geographically located to meet the basic needs of neighborhoods and districts in play, recreation and group experience. Furthermore, these buildings and grounds are provided through the expenditure of tax funds and are therefore community buildings and grounds.

3. The educational leaders in these public school systems are well aware that these buildings and grounds do not return their full value in services to the community, because educational funds tend to be restricted to specific programs of education, and such programs do not allow for the maximum use of buildings and grounds by the community for other conforming uses, including play, recreation and group experience for all ages.
4. The educational leaders in these public school systems, interested as they are in community economies and a broad program of community education, are well aware that community resources available for programs of play, recreation and group experience are not now widely used and this is due largely to inadequate total community planning. Most educational leaders are ready to participate actively in a positive and objective program directed to this end.
5. The educational leaders in these public school systems form the largest single professional group in any community interested in the development of an adequate program of community welfare, with all that this entails. The lack or incompleteness of this program is the biggest single handicap they face in satisfactorily carrying forward their program of educating for democratic citizenship.
6. Every public school system in the area, concerned as it is with bringing the growing child and youth into vital contact with the many and varied experiences of living in a democratic society, is concerned with the experiences these young people have outside the public school. To the extent that these experiences are vital in the development of the child and youth, to that extent do they become an integral part of his educational experiences and program. Accordingly, that part of the daily program of children and youth centered in the home and in community agencies dealing with children and youth is considered to be an integral part of the community program of education. The educational leader should therefore be concerned with the wholeness and integration of all programs of this type.

Uniformly throughout the area the Departments of Health, Physical Education and Recreation of the public schools are concerned with extension programs of physical activities through the operation of playgrounds and athletic programs. These extension programs are an important phase of the community play and recreation program and must be properly integrated into this program. In Boston, for instance, as Table 2 indicates, 98 school playgrounds are thus operated and other cities and towns in the area have similar programs.

The public school systems also have departments or divisions concerned with the extended or wider use of school buildings. In some instances these depart-



ments direct no programs of their own but issue permits to responsible groups and organizations for use of school buildings in accordance with School Committee rules. In other instances, as in Boston, the Department of Extended School Use operates 14 school centers and organizes and directs a community and neighborhood program in connection with these centers. (Table 2). This Department also issues permits for the use of other school buildings to groups and organizations. Here again these programs are an important part of the community program and must be properly integrated into this program. Programs of adult education are widely offered throughout the Area by the public schools and they should likewise be integrated into the total community program.

All and all, these operations have implications for every voluntary agency directing programs of play, recreation and group experience and they should be carefully considered as the plans and programs of the voluntary agencies are formulated.

Recreation Commissions Recreation Commissions have been accepted as management boards for play and recreation in the Greater Boston Area in 19 cities and towns. In these cities and towns for the year 1946 approximately \$450,000. was expended to provide play and recreation programs.

The significant point which these facts have for this report is that in each of these 19 cities and towns there exists today a public body which is interested in the coordination and integration of play and recreation services. Here exists a body of interested people, available as a resource to be used in furthering the development of a wider and more complete program of area-wide and community-wide facilities and services. They should be mobilized and utilized to this end.

Planning Boards In keeping with a country-wide movement, many of the cities and towns in the Greater Boston Area have created Planning Boards or Commissions. Prominently included in the work of these Boards and Commissions is the future development needed for play, recreation and group experience. The Boston Planning Board, for instance, will shortly publish the results of a study of existing publicly owned properties adequate to meet the play and recreation needs of children and youth. (Appendix C - General Plans III Series 1-12)



The Cambridge Planning Board has recently completed a study of play and recreation facilities for the city of Cambridge. This study, prepared in attractive and readable form, is available for distribution. Other cities and towns in the area are concerned with similar plans for their community.

Again, the significant point in this development for this report is the existence of a large body of informed and interested people actively engaged in community planning. These groups are another resource which are available to be mobilized and utilized in planning a comprehensive system of recreation and group work facilities and services on an area-wide and community-wide basis.

Municipal Buildings Within Boston proper is a system of eleven Municipal Buildings each so located as to serve a certain district of the city. While these buildings were not erected primarily as recreation buildings, they do contain gymnasiums, halls, meeting rooms, and in some instances swimming pools and showers. Many of them also include branch libraries.

Four of these buildings are entirely under the control of the Park Department (North Bennet Street, Cabot Street, Paris Street, Dover Street). The others are under the control of the Department of Public Buildings of the City of Boston and are made accessible for use on two general types of permits -- indefinite permits, making available certain rooms or space within the buildings to other city agencies such as the Library Board and the Park Department for continuous use; and temporary permits, granted to responsible civic organizations and groups for use of certain rooms or space for certain periods of the day or the evening. The latter buildings are in charge of a custodial force who are employees of the Department of Public Buildings. Certain fees are charged to cover the cost of light, heat and janitor service. These fees range from \$3.00 to \$30.00 depending upon the nature of the event. The organized use of the gymnasiums in these buildings is delegated to the Park Department and is under the supervision of that department's employees. The Park Department also operates a system of free public baths in municipally owned buildings, open to all the community.

These buildings, representing an investment of hundreds of thousands of dollars of tax funds, provide a system of facilities geographically located to serve certain districts of the city and usable for a community-wide program of play, recreation and group experience. They constitute an important part of the floor of facilities to be provided by tax-supported agencies.

Library Service. Library service in the Greater Boston Area is well in keeping with the developments in other areas of similar size and character. Every city and town in the area has library service and the larger cities have established branch libraries serving certain districts. Boston, for instance, has 32 libraries located in all sections of the City. (See Table 2). These libraries provide a fairly wide service of cultural opportunity.

From this brief summary of developments under the control of the major tax-supported agencies in the area, it is obvious that there now exist a great many resources of facilities, leadership and service which the tax-supported agencies should and can provide in a community-wide program of play, recreation and group experience. The extent to which these obvious potentials can be realized would appear to depend solely on the effort directed to this end. Every factor indicates that a strong effort is desirable and essential if "the charitable dollar annually raised in Greater Boston is to do the greatest good for the greatest number in the most economical, effective way".

Principle 5 states that it is the responsibility of voluntary agencies to build upon the background provided by the tax-supported agencies in order to meet the special needs of groups.

In the previous discussion of this principle, the contributions of certain types of voluntary agencies were briefly reviewed to indicate the general direction these agencies have taken in the past. This brief review indicated that these agencies have contributed a great deal in pioneering much of what is now in-

cluded in a community program and that throughout their history they have accepted an exploratory and experimental role in working with special individuals and groups. The fact that many of the programs they have pioneered are now accepted as needed by all people and therefore are now organized and directed by tax-supported agencies, in no sense alters their basic purpose of meeting the needs of special individuals and groups. Rather, it frees them to move ahead in full knowledge of their past accomplishments and with a better idea of new areas of service which they should explore and pioneer. Some consideration of the existing situation with respect to the voluntary agencies in the Greater Boston Area is, therefore, desirable to determine the direction their program should take in the future in order to fulfill their purpose of building on the floor provided by the tax-supported agencies and in so doing still retaining freedom to meet the needs of special individuals and groups.

The voluntary agencies play a highly important part in the organization and direction of play, recreation and group experience programs in the Greater Boston Area. As noted in Table 1 there are 182 agencies now active participants in this program. Of these agencies, 27 have a program community-wide in character. In this group are nine Y.M.C.A.'s with a total of fifteen operations in nine cities and towns; three Y.N.C.A.'s with five operations in three cities and towns; two Y.M.H.A.'s in two cities and towns; and the Boston Y.M.C.U.

Considering these 15 agencies in terms of their founding and early development, they were sharply distinguished from one another and from other agencies working with youth by the particular religious orientation of each. Also each dealt with one sex only in its membership and restricted the age range pretty largely to those between 16 and 25 or 30 and until the turn of the century they held themselves rather closely to these self-determined limits.<sup>1</sup> As their program evolved to in-

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<sup>1</sup>Dr. Arthur L. Swift - Report on Youth Agencies - Appendix "A"



clude more games, recreation and club activities, they tended to center attention less upon religion, though religious classes and services remained prominent, and they tended also to draw into their activities those younger or older than the earlier membership. Similarly, a further blurring of the lines has occurred in regard to the sex of members served. The Y.M.H.A., in conformity with the policy of the Jewish Welfare Board, has become in effect a Jewish Community Center serving both sexes equally, while the Y.M.C.A.'s, the Y.M.C.U., and the Y.W.C.A.'s all report a large participation of women and men respectively in their programs. Thus, in general, the Y.M.C.A.'s, the Y.W.C.A.'s and the Y.M.C.U. have assumed the role of community agencies, though in doing so they have not wholly renounced their religious orientation; hence, unlike the C. Y. O. and the Y.M.H.A., they cannot be classified as agencies dealing almost exclusively with special religious groups but are community-wide in their outreach and representation.

As between the Y.W.C.A. and the Y.M.C.A. nationally as well as in Greater Boston the "Battle of the sexes" is still being waged. The present situation is a stage in that struggle and by no means a final or satisfactory one. Ultimately, they must fully combine their resources and special abilities.<sup>1</sup>

The Greenwood Youth Center jointly operated by the Boston Y.M. and Y.W.C.A. is a Boston beginning in the establishment of a center for both young men and young women. It is a pattern of joint operation which can and should be extended throughout the different sections of the city, utilizing tax-supported facilities wherever possible. Also, it should be pointed out that the Boston Y.W.C.A., with the exception of its participation in the Greenwood Youth Center and the operation of its Berkeley Street Residence, confines its work primarily to its own building. The "know how" and skills of this agency in working with girls and young women should be extended to all sections of the city working in cooperation with other agencies and using all available facilities.

In 1948, the total memberships of the major voluntary recreation and group work agencies in Greater Boston approximated 170,355, as shown in Table 3. Figures for the individual agencies are subject to variations in methods of computing membership and to variance in times of taking census.

Table 3.

MEMBERSHIPS IN VOLUNTARY RECREATION AGENCIES  
IN GREATER BOSTON, 1948

AGENCY	Greater Boston Total
Total	170,355
Settlements	40,877
CYO	31,556
Girl Scouts and Camp Fire Girls	23,249
Boy Scouts	19,843
YMCA	19,778
YWCA	15,296
Boys Clubs	12,723
YMCU	2,928
YMHA	2,305
Girls Clubs	1,800

Table 4 shows the ages of members of the Y.M.'s, Y.W.'s. and the CYO in Greater Boston. Sharp differences at once become apparent. The Y.M.C.A. shows the most even distribution between the age groups. With 71.7% of its membership under 25 years of age, it is decidedly an organization for the young. It is notable that the C.Y.O. serves none over 25. The Y.W.C.A. does relatively little with younger girls, concentrating its chief effort on the 18-24 age group, with about the same percentage of its members under 25 as has the Y.M.C.A. On the other hand the Y.M.C.U. membership shows an almost precisely opposite distribution. Of its members, 69.8% are 25 or over, and 43.6% are 35 or over. The Y.M.H.A. membership differs from all the others in its concentration of service upon the 12 to 17 year olds.<sup>1</sup>



Table 4.

PERCENTAGE DISTRIBUTION BY AGE GROUPS OF THE MEMBERSHIPS OF  
YM's, YW's, AND CYO IN GREATER BOSTON AREA, 1948\*

Agencies	Total	Percent of Totals by Age Groups in Years						
		Under 12	12-17	18-24	25-34	35-49	50-64	65 and over
Total	100.0	16.0	33.8	32.9	10.2	5.1	1.6	0.4
YMCA	100.0	15.8	29.1	26.8	14.8	8.8	4.2	0.5
YWCA	100.0	5.4	17.1	49.2	22.5	5.3	0.4	0.1
CYO	100.0	21.0	47.1	31.9	-	-	-	-
YMCU	100.0	-	6.8	23.4	26.2	28.2	10.1	5.3
YMHA	100.0	-	43.4	19.8	18.4	18.4	-	-

\* Based on sample study in May, 1948

Table 5, showing distribution by age-groups in the Boston and Metropolitan YMCA's, is a necessary corrective to certain impressions given by Table 4. Clearly the heavy percentage under younger age groups of YMCA members in Table 4 is due to such Associations as Allston, Roxbury, West Roxbury and Roslindale, which are exceptional in that almost nearly all of their members are children under 18 years of age. The Huntington Avenue Branch closely resembles the YWCA in its age distribution.

Table 5.

PERCENTAGE DISTRIBUTION BY AGE GROUPS OF THE MEMBERSHIPS OF THE BOSTON YMCA AND ITS  
BRANCHES AND OF THE YMCA's IN METROPOLITAN AREA, 1948\*

	Total	Percent of Totals by Age Groups in Years						
		Under 12	12-17	18-24	25-34	35-49	50-64	65 and over
Boston YMCA Total	100.0	11.9	27.1	28.1	15.9	9.5	6.8	0.7
Charlestown								
Army-Navy	100.0	-	-	88.4	11.6	-	-	-
Civilian	100.0	2.5	19.9	13.8	8.9	17.0	37.9	-
Dorchester	100.0	27.5	62.9	8.7	0.9	-	-	-
Greenwood	100.0	31.0	63.8	5.2	-	-	-	-
Huntington Ave.	100.0	4.3	16.0	39.2	23.8	12.1	3.2	1.4
Hyde Park	100.0	37.1	43.8	3.4	10.1	5.6	-	-
Allston	100.0	68.2	31.8	-	-	-	-	-
Roxbury	100.0	10.7	89.3	-	-	-	-	-
West Roxbury } Roslindale }	100.0	31.5	65.8	2.7	-	-	-	-
Cambridge	100.0	14.0	25.9	26.4	23.8	8.5	0.8	0.6
Chelsea	100.0	7.2	47.1	24.5	8.3	11.9	1.0	-
Malden	100.0	14.2	39.2	29.2	10.7	5.5	1.2	-
Newton	100.0	30.1	21.7	24.6	11.0	11.4	1.2	-
Somerville	100.0	35.5	36.3	19.1	4.4	4.7	-	-

\* Based on sample study, May 1948.

Table 6 shows the distribution by age groups of the membership of the Boston YMCA and the membership of YMCA's in the Metropolitan Area and this table together with Table 5 reveals that on the whole it is the branches of the Boston Y and the Metropolitan Y's which engage chiefly in children's work. It would seem that, in most instances the YMCA is better qualified by experience and leadership to emphasize and develop work with young adults. At all events, so marked a deviation from the YMCA norm as some of these Associations typify deserves careful and critical analysis both of the current needs of the children in these communities and of the satisfactory provision of wholesome recreation by other agencies for the older members of their families.<sup>1</sup>

Table 6.

PERCENTAGE DISTRIBUTION BY AGE GROUPS AND BY SEX OF THE MEMBERSHIP  
OF THE BOSTON YMCA AND OF THE YMCA'S IN THE METROPOLITAN AREA, 1948\*

Age Groups In Years	Percent of Totals					
	Total	Boston YMCA Male	Female	YMCA's in Metropolitan Area Total	Male	Female
Total	100.0	90.0	9.1	100.0	74.5	25.5
Under 12	11.9	10.1	1.8	21.1	16.4	4.7
12 - 17	27.1	23.4	3.7	31.9	22.5	9.4
18 - 24	28.1	26.4	1.7	25.0	19.3	5.7
25 - 34	15.9	14.3	1.6	13.3	9.4	3.9
35 - 49	9.5	9.2	0.3	7.7	5.9	1.8
50 - 64	6.8	6.8	-	0.8	0.8	-
65 and over	0.7	0.7	-	0.2	0.2	-

\* Based on sample study in May, 1948

<sup>1</sup>Dr. Arthur L. Swift - Report on Youth Agencies - Appendix "A"

By and large the personnel standards of the Y.M. and Y.W.C.A. are higher than in any other group of agencies. Accordingly, they have a qualified staff and are thus able to make great contributions in the development of a comprehensive program serving the total community.

The buildings of many of these agencies are old and inadequate. Expenditures of large sums will be required either to modernize or to replace them. This fact should be another controlling argument for the development of a comprehensive area-wide and community-wide program based upon the sound principle that tax-supported agencies should provide a floor of basic facilities and that the voluntary agencies should build upon this floor. Every dollar expended to provide facilities which duplicate those in existence or soon to be in existence is a dollar expended unwisely and uneconomically.

In addition to the 15 young men and young women agencies operating community-wide building-centered programs, there are 12 miscellaneous agencies in the Area with community-wide building-centered programs operating in six different communities. Three of these 12 are music schools in Boston and Newton; one is the Children's Museum of Boston; four are agencies organizing and directing play and recreation programs in four of the smaller towns in the Area; and four are Boston agencies organizing and directing certain phases of community recreation programs. All of these agencies are treated specifically in Part IV of this report.

In the group of 52 voluntary agencies operating neighborhood building-centered programs are 35 settlements and neighborhood houses, 29 of which are located in Boston operating at 36 different locations in the city. Measured in terms of service Table 3 shows a settlement and neighborhood house membership of 40,877 for Greater Boston. The total 1946 expenditures for these 35 agencies were \$1,348,027.

In considering the role of these agencies in the comprehensive programs outlined in this report, it is well to remember that a settlement, in its original



concept, was a group of people residing in a poorer district of a city for the purpose of learning district needs and resources at first hand, helping to meet them, and interpreting them to the general public.<sup>1</sup> In this country, during the period of heavy immigration of non-English speaking people, settlements became primarily concerned with understanding and interpreting the needs and problems of these people as they established their residences in the district served by the settlement. Strictly speaking, a settlement was not a settlement unless it had a group of people resident in the building who were available at all times and at any hour to respond to emergency calls for assistance. Neighborhood houses conceived of their function as similar to settlements except they tended to maintain no residential group.

Immigrants no longer come in a steady stream and settle in neighborhoods almost of their own making. Population is mobile and is constantly shifting in keeping with changes in industrial development. Its horizons are broader, hence its pattern of living no longer tends to be restricted by neighborhood boundaries or associations. The net result of this is that many settlements and neighborhood houses find themselves periodically confronted with a new population whose entire life is of a different pattern from the pattern of those whom the agencies were originally established to serve.

In the beginning, settlements were not presumed to carry on institutionalized programs but rather were to be free for experimentation and quick responses to changing conditions and needs.<sup>1</sup>

Working on a neighborhood basis, settlements and neighborhood houses come in contact with a variety of neighborhood needs. Their tendency has been to attempt to meet these needs by assuming a variety of program functions in all fields of social endeavor which today are classified as group work, case work, public health, nursery care, playgrounds and recreation, etc. As time has elapsed, more and more

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<sup>1</sup>Grace Abbott. A Survey of Boston Settlements and Neighborhood Houses - 1934 Page 3

of these functions have been accepted as community functions and separate specialized agencies have been established to fulfill these functions.<sup>1</sup> Slowly, and sometimes reluctantly, settlements and neighborhood houses have recognized the changes that have taken place and changed their programs accordingly. To a large extent, however, they are today centers for play, recreation and group work for the children and youth residing in the district they serve. Experimentation and research, which were their primary purposes, appear to have dropped off in almost direct proportion to the increase in fixed programs. The same appears to be true of neighborhood visitation by the staff. Also, their buildings, which were originally to be of residential character, have been expanded to include gymnasiums, auditoriums, shops, class and craft rooms and meeting rooms of many types and it is not unusual to find them with their own playgrounds and camps.

The settlements and neighborhood houses of Greater Boston have generally followed this pattern of development until today they are primarily centers for play, recreation and group experience for the children and youth in the neighborhood in which they are located. Samplings of their programs taken in January and February of this year together with the statements in the report of the Study ("Do Plans Meet Needs?") conducted and prepared by the Division of Neighborhood Houses and Youth Agencies of the Community Council bear out this fact. (Appendix C). The report of this council states

"The 7-16 age group includes the great majority of members in all but a few agencies and also represents the bulk of the group to be served by the agencies' plan for the future". (Page 11. "Do Plans Meet Needs?")

The mere fact that this statement is made in the report of a study conducted by neighborhood houses and youth agency people gives definite indication of the departure from the original concept of purpose these agencies have experienced.

In common with all settlements and neighborhood houses, these agencies in the Greater Boston area have Boards whose membership is made up of prominent and in-

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<sup>1</sup>Ollenderf, Henry - A Report on Boston Settlements - March 1948 - Appendix "B".

terested people. Many of the Board members of the Boston agencies maintain their own residences outside of Boston but continue their interest in the needs of Boston and particularly that section of the city in which their agency is located. Many of these people are also members of Boards of other agencies. These people, originally fired with enthusiasm and desire to help in a significant movement related to conditions of the past, still stand ready to be of help in significant movements related to the present. They are valuable resources for such a cause and given the same kind of inspiring leadership in the interpretation of present day needs as they had in their earlier movement they should respond with renewed vigor and enthusiasm.

The employed personnel of these agencies are by and large people with great loyalty for their work. Some of them have given years of valuable service and have a great understanding of the needs and interests of the people in their neighborhoods. They are familiar with changing conditions and accordingly of the need for change in their programs. Given general guidance and leadership in total planning and operation of an area and community-wide program, their response will be immediate.

The buildings of most of the settlements and neighborhood houses are old and costly to maintain and operate. The location of many of them is no longer suited to community needs. In some instances expensive repairs and additions have been achieved in recent years. In some instances certain agencies have moved out of old buildings into different buildings, abandoned schools, etc. Certainly further expenditures for these purposes should be held in abeyance until a general plan of facilities is developed for the total program. To continue a development related to a partial phase of the total program is not sound or economical and will tend to dissipate resources so badly needed by all phases of the total program.

The tendency for the settlement and neighborhood houses people to consider their programs as having little in common with the programs of other agencies in the same general area of service has been harmful to their own programs and to their own thinking. As workers in one phase of a total program, their problems are common to



all agencies working with people in organized effort; the greater the interchange of ideas and experiences between all, the greater the progress.

Without question these agencies have much to contribute in the planning and operation of an area-wide and community-wide program of play, recreation and group experience. This program will require a vast amount of interpretation and basic organization on the neighborhood and district level. Community contacts and organization for the purpose of discovering and interpreting needs and programs will be essential. The development of such a program should serve to draw these agency people back closer to the original concept of their agency purpose. In endeavoring to cling to the original concept of their purpose and organization while moving into a pattern of operation primarily concerned with recreation and group experience for children and youth, they have established and maintained a unit cost greater than is justified. Experience throughout America has established the fact that recreation and group work programs can be neighborhood-centered and effectively organized and directed using larger units than the neighborhood as units for overall administration and supervision and without maintaining separate and expensive buildings with residential quarters for the workers so engaged. The major resources these agencies have to be utilized in a total program center in their understanding of neighborhood conditions and needs, their ability in developing a neighborliness among people, the enthusiasm and loyalty of their personnel, lay and professional, and the financial resources they may have available to aid in the organization and operation of neighborhood programs in accordance with present day conditions.

The Boys' Clubs and Girls' Clubs in the Greater Boston area, while not as numerous as some other types of agencies, are important factors in the total agency pattern. There are six Boys' Club organizations in the area with eight separate clubs, five in Boston and one each in Arlington, Chelsea, and Waltham. There are also two Girls' Clubs in Boston whose parent organization and operations are closely affiliated with the Boys' Clubs of Boston, Inc.

The Boys' Club movement in America started late in the 19th century. Boston was one of the early cities to participate in this movement, establishing the Boston Boys Club, Inc. in 1897.

The basic philosophy controlling the establishment and operation of Boys' Clubs, as stated by the Boys' Clubs of America, is that a separate club for boys in charge of staff trained in the Boys' Club way is the best and probably the most economical way of working with boys. A Boys' Club is a "boys guidance organization." Its purposes are social, educational, vocational and character development of boys. It is not primarily a recreational organization, although it achieves its purpose partly through recreational activities.<sup>1</sup>

Boys' Clubs are primarily intended to serve boys between the ages of 8 - 18. "There should be no character test for membership in a Boys' Club. Boys under 16 years of age especially should not be regarded as lost."<sup>2</sup>

The Boys' Clubs of America defines a boys' club as an institution generally housed in an extensive building built for this purpose, with lounges, meeting rooms, activity rooms of all types, swimming pool, gymnasiums, shops, class rooms, medical and dental examination and clinic rooms, showers and locker rooms, game rooms and offices. It is a boys' club house with a low membership fee, generally open every week-day afternoon and evening and girls are not admitted except on special occasions. One of the requirements for membership in Boys' Clubs of America is:-

"It shall have a clubhouse or separate club quarters, which can be indented as a club for boys, and its use by any others shall not substantially limit the rooms, facilities and equipment by the boy members."<sup>1</sup>

Because Boys' Club people consider their clubs to be complete institutions peculiarly adopted by their philosophy and pattern of operation to do work with boys, they tend to go their own way in their plans and work.

Probably no agency has greater problems in approaching participation in the development and operation of a community-wide program than the traditional Boys'

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<sup>1</sup>Memorandum to Presidents and Executives of Boys' Clubs in America by David W. Armstrong - Entitled Community Surveys. Sept. 9, 1946 - Appendix A.

<sup>2</sup>Manual of Boys' Clubs operation - Boys' Clubs of America. N.Y.C.

Clubs. If they conscientiously participate in this endeavor they must recognize that all community supported agencies working with boys are capable of aiding in the development of the boys' character as well as aiding in the guidance of his social and educational development. They must recognize that even though there is a difference between agencies because of their social and cultural pattern, and therefore a difference in the impact they make upon society, the paramount problem for agencies dependent upon community support for their program, is, of necessity, some determination and acceptance of agency difference and their relative values and costs to the community.

These clubs are valuable resources in a program meeting the needs of boys and girls. Most of their buildings are quite adequate, their leadership is able and they are supported by many prominent people loyal to their idea and work. Any attempt to fit these clubs into an area-wide and community-wide program of service, predicated upon sound principles of community operation, should receive full and wholehearted support.

The records of the Boy Scouts, Girl Scouts and Camp Fire Girls Organization in the Greater Boston Area show the most widespread service throughout the area of any of the agencies. Table 3 showed a total membership of Girl Scouts and Camp Fire Girls of 23,249 and of Boy Scouts of 19,843. Table 7 shows the membership distribution of these agencies as between Municipal Boston and the Metropolitan Area. This table shows a total of 2004 different troops, 468 of which are in Boston proper. These troops meet in 1864 different places of which 607 are churches, 571 are schools, 62 are settlements, 77 are social agencies and 547 are miscellaneous places including homes.



Table 7.

NUMBER OF TROOPS AND NUMBER OF SCOUTS AND CAMPFIRE  
GIRLS IN GREATER BOSTON AREA, 1947-48

AREA	Number of Troops			Youth Served		
	Total	Boys	Girls	Total	Boys	Girls
Greater Boston Area, Total	2,004	730	1,274	43,092	19,843	23,249
Municipal Boston	468	184	284	9,216	4,419	4,797
Metropolitan Areas						
Central	246	112	134	5,254	3,126	2,128
East	468	163	305	10,167	4,332	5,835
North	351	110	241	7,808	3,560	4,248
South	282	91	191	6,389	2,455	3,934
West	189	70	119	4,258	1,951	2,307

Little adjustment is necessary for these agencies to fit into the kind of area-wide and community-wide program of services outlined in this report. Minor adjustments may be necessary, but their plan of operation is adaptable to any sound plan of total organization.

One of the important phases of a community-wide program of play, recreation and group experience is the provision of camping opportunities, particularly for growing boys and girls. These services have long been provided by voluntary agencies. In recent years some tax-supported agencies have begun to provide them. The Federal Government and many State governments have made properties available for much use. In some instances both the Federal and State governments have constructed large camps and leased these properties to voluntary agencies. More recently educators have been advocating that the public schools should operate camps as a part of the tax-supported educational program. More and more the value of camping experience is being recognized and future years will see great progress made in such programs.

Day camping is growing rapidly as a part of the programs of all agencies working with children. Park departments are constantly being urged to provide and equip areas suitable for this purpose. This program is well on its way to becoming

an important part of a community program of services to children and youth.

Certainly in the immediate future, as in the past, voluntary agencies will be required to provide the bulk of camping services in any community. This is true in the Greater Boston Area, and Greater Boston agencies are now doing a great deal in this respect. As indicated in Table 1, there are 40 voluntary agencies now operating summer camps with a total yearly expenditure of a little over \$1,000,000. Many of these camps are small, but many also are most adequate. It is apparent, however, that greater service of this type can be provided for the Area through some reorganization and the establishment of procedures which will aid in better and more adequate referral service for those agencies not operating camps and better budgeting of community funds expended for these services.<sup>1</sup>

In summarizing the general situation described as relating to this principle, (Principle 5, p.22) certain salient points seem to deserve emphasis.

1. Voluntary agencies in the Area are well equipped both in purpose and experience to move ahead doing exploratory and demonstration work of great value to the community program of play, recreation and group experience.
2. Due to the variable pattern of facilities, leadership and services provided by the tax-supported agencies, there will be constant need for the voluntary agencies to accept responsibilities which, although properly belonging to the tax-supported agencies, are not currently as effectively distributed as they should be. In determining these responsibilities, however, there should be a careful and objective appraisal of total needs through joint planning by all agencies concerned.
3. The strength of the voluntary agencies is primarily in their leadership, their freedom to respond to varying situations, their know-how and skill in working with special individuals and groups, and their skill in leadership of small groups.
4. Acceptance by tax-supported agencies of the responsibility to provide a variety of facilities on a neighborhood, district, and community-wide basis makes it less necessary for voluntary agencies to build large and expensive facilities for neighborhood and community use.
5. Community centers serving definite districts and provided by tax-supported agencies, in which public and voluntary agencies can

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<sup>1</sup>Dr. Gerald Burns - Survey Report on Camping - Appendix A.

work together, each performing those program functions it is best qualified to perform and working with those groups with whom it is best qualified to work, is the desirable goal of the future.

6. There is still need for qualified and experienced people to work on a small area basis in the discovery and interpretation of need and in promoting neighborliness and understanding.
7. Day-by-day programs of play, recreation and group experience for children, youth and families can be organized on a neighborhood or small area basis but administered and supervised as efficiently and more economically on the basis of larger areas.
8. Institutionalized programs such as Boys' Clubs and Girls' Clubs are carried on in structures that are disproportionately expensive to build, operate and maintain in relation to the people served thereby.
9. The provision of camping services for growing boys and girls is at present almost wholly the responsibility of voluntary agencies. In the interest of broader service to the community, more uniform procedures controlling camp referrals and a better budgeting process should be established and more day-camping service provided.

Principle 6 states that a community-wide program of play, recreation and group experience, representing the sum of all programs financed by the community dollar, which is derived from both tax funds and voluntary contributions, should represent the wisest expenditure of this community dollar.

It must be recognized that these programs, as they have grown up under different agency auspices, and in accordance with certain statements of purpose, do not in fact have the differences that are traditionally claimed for them. Many of these differences are more imagined than real. As previously stated, agencies do differ in their cultural and social pattern and therefore in their impact upon society. The extent of these differences is hard to establish and yet it must be established and not just accepted. When it has been established, judgment must be exercised in determining whether these differences are worthy of the expenditures from community funds which they demand. Measured by the criteria of basic satisfactions essential for normal play, recreation and group experience, the individual is prone to seek these experiences within his own social and cultural pattern. Therefore, to the ex-



tent that neighborhood boundaries and associations define or circumscribe cultural and social patterns, it would appear that any agency identified with these patterns is acceptable for this purpose. Another factor which would seem to enter into this consideration is that all agencies now accept that the people served by their programs should be identified with the agency through participation in its deliberations and actions. In this way do all agencies attempt to be identified with the cultural and social patterns of those they serve.

Agencies which have national affiliation have values which rise above the values of purely local agencies. These agencies may have a peculiar contribution to make because of this fact. The Boy Scout Law, for instance, carries greater significance because it is international in use. Loyalties to an agency with national and international scope means a great deal to some people, and therefore these agencies offer additional values in their programs.

All these values are important and must be given consideration when a community-wide program is being planned and considered. Accepting that there are many plus values in agency sponsorship, it is of vital importance that the expenditure of the community dollar be wisely budgeted in terms of total service.

The application of this principle in Greater Boston will not be easy. There is little evidence that the expenditures of tax-funds have ever been given consideration at the time voluntary funds were being budgeted. Furthermore, there is little history of joint planning between tax-supported agencies and the voluntary agencies. It is absolutely essential, however, to apply this principle if the wisest expenditure of the charitable dollar is even to be approached.

Principle 7 sets forth the need for a central coordinating device which is accepted by all agencies as the center for community planning, if the wisest expenditure of the community dollar is to be attained.

Different opinions exist as to the location of this central coordinating device. Traditionally Councils of Social Agencies and Community Councils have been

established as the center for social planning for the community. These Councils are basically the creation of the agencies participating and are therefore the agent of these agencies. They were organized on the assumption that the agencies, as made up of their lay and professional workers, represent the major interests of the community in social planning. The financial supporters and the beneficiaries of these agencies were presumed to be properly represented by the agency. It is doubtful whether this is a sound assumption, inasmuch as the vast majority of those who provide financial support and those who benefit from agency services have no effective opportunity to voice their views on either agency operations or community needs, nor is there any way for them to determine who their representatives in the Council shall be. As a result, there has been a growing uneasiness among the general public about the effectiveness of councils as social planning bodies. The professional employees of these councils have to a large extent been helpless in this situation, as they are required to carry out policies established by agency members of the Council, and these members are somewhat guarded as to actions which might affect their operations.

Councils operate through divisional groupings of their agency members, agencies performing roughly similar functions being put in the same divisions. This practice has not proved to be too satisfactory, as the traditional dividing lines often do not circumscribe a total field of service. Though tax-supported agencies are admitted to membership in the council, they have found it difficult to fit into the divisions as established by the functions of the voluntary agencies. Furthermore, their admittance has often been on a rather casual basis with not too much evidence of actual acceptance by the voluntary agencies. This has led to little if any actual participation by the representatives of tax-supported agencies.

The Neighborhood Houses and Youth Agencies Division of the Greater Boston Community Council is an excellent illustration of this type of organization. This Division has three sections: A Settlements Section, a Youth Activities Section and a Camps Section.

Each of these three sections has its own organization within the Division and each elects three members to serve on the Executive Committee of the Division. There is a striking and important difference, however, in the organization and operation of these three sections. The Youth Activities Section is organized as a unit of the Division, meets regularly once a month, and the staff member of the Council in charge of the Division acts as Secretary to the Section. The Camps Section is also organized as a unit of the Division and a fulltime employee of the Council acts as Secretary to this section. The Settlements Section operates, in a practical sense, separate from the Council. This section is in fact made up of the United Settlements of Greater Boston, an organization of Neighborhood Houses and Settlements located in the Greater Boston Area which elects its own officers, maintains a separate office at 20 Union Park in the main building of South End House and pays one half the salary of its secretary. The other half of this salary is paid by the Council primarily because this organization functions as the Settlements Section of the Council's Neighborhood Houses and Youth Agencies Division. This secretary is the only representative of the Council or Division Staff which meets with the Settlement Section. Hence, the Settlements Section is in practice the United Settlements of Greater Boston and it is this organization which elects three members to the Executive Committee of the Division.

The entire Division never meets as a true planning body. The Executive Committee meets annually and at this meeting certain projects of common interest to all three sections of the Division are determined upon. After these common projects are approved by the Executive Committee they are referred to the respective organizations representing the three sections for consultation and such action as they may decide to take. The Division as a whole seldom meets.



In this form of organization it is almost impossible for representatives of tax-supported recreation agencies to participate. The Department of Extended School Use of the Public Schools operates neighborhood-centered programs in 14 school buildings located in different sections of the city. These programs are comparable to those of settlements and neighborhood houses, yet these tax-supported centers are not represented in the Neighborhood Houses and Youth Agencies Division of the Council. Similarly, the Park Department of the City of Boston operates neighborhood-centered programs in twelve gymnasiums located in different sections of the city, as well as playground and recreation programs in other locations. These operations are comparable to those of settlements and also to those of youth agencies, yet from a practical standpoint the Park Department finds little opportunity to participate in the deliberations of the Neighborhood Houses and Youth Agencies Division of the Council. Again, the Boston Board of City Planning, which is concerned with studying and planning the development of the city in all respects, including play and recreation facilities, has no opportunity to participate in this Division of the Council.

It seems apparent that if the Council is to be /representative of social planning in the field of play, recreation and group experience, the Neighborhood Houses and Youth Agencies Division must be reorganized in such a way as to allow the participation of all major agencies concerned with these programs. In this connection it is interesting to note that the Local Advisory Committee organized by the Recreation and Group Work Division of this Survey consisted of the executives of nineteen youth-serving agencies. Representatives from the Board of City Planning, two divisions of the Public Schools and the Park Department of the City of Boston accepted membership and participated most helpfully in the deliberations of this Advisory Committee.

In presenting this review of the general conditions in the Greater Boston Area, effort has been made to describe the resources which are available to be mobilized for use in an area-wide and community-wide program of play, recreation and group experience, with some indication of the major adjustments which are desirable

in the different agency programs in order that each may make its best contribution to the total program. As these resources are mobilized and the adjustments in programs are realized, the total program will begin to take shape and the Area will begin to realize greater service from the expenditure of the charitable dollar.









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GREATER BOSTON COMMUNITY SURVEY  
REPORT ON  
RECREATION AND GROUP WORK SERVICES

PART IV

by  
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Director, Division of Recreation & Group Work

Committee of Citizens  
to Survey the Social & Health Needs  
and Services of Greater Boston

261 Franklin Street  
Boston

Final Draft

February 1, 1949





The plan of action or procedure recommended in this report places great reliance on a planning division of a Greater Boston Community Council to carry forward the coordinated planning which is so essential for the success of the program. It must be borne in mind that the recommendations throughout this part of the report referring to the "division of the Greater Boston Community Council concerned with the development of a coordinated, community-wide program of play, recreation and group experience" in no sense refer to the Greater Boston Community Council or to its Neighborhood House and Youth Activities Division as they are now constituted. These recommendations refer to a reorganized and strengthened Council and Division as set forth on pages 159-163.

#### PART IV

##### Findings and Recommendations

As stated in Part I of this report, the present Study has been focused on the way total resources made available for recreation and group work programs are organized for use. The weaknesses and inefficiencies in the present program stem from a lack of sound organization - a well understood pattern of community services, including an outline of proper agency functions - and not from the strengths and weaknesses of individual agencies. These latter appear to be results rather than causes.

Our meetings with the Local Advisory Committee, made up of nineteen executives in both tax-supported and voluntary agencies in Boston, give some assurance of a uniform acceptance of the general approach. The fundamental problem, therefore, centers in working out a practicable plan of procedure which is based on present conditions and which moves toward the main goal. Such a plan is presented in this part of the report (Part IV). It is presented in terms of the basic principles discussed in Parts II and III and also in terms of specific agencies or groups of agencies as general conditions warrant. Both general and specific recommendations are included throughout the development of this plan.

The plan of action or procedure outlined herein is centered on the City of Boston, inasmuch as the bulk of expenditures and operations are centered therein and

the problems are therefore more acute and more in need of immediate attention. Some recommendations are also included with respect to area-wide services, especially tax-supported services, as well as to individual agencies, especially fund-supported agencies. However, the general plan outlined for the City of Boston is applicable to any community in the Area and its application may proceed as rapidly as time and experience dictate.

In the previous treatment of Principles 1, 2 and 3, (Part III, pages 31-38), it has been stated that both tax-supported and voluntary agencies are involved in the provision of adequate opportunities for play, recreation and group experience for people of all ages and in all communities and neighborhoods; that any agency given suitable facilities and qualified leadership can do an adequate basic job in organizing and directing these programs; and that the development of qualities of good citizenship and the promotion of neighborly association and civic responsibility are requirements to be met by any agency organizing and directing these programs. Accepting that any sound area-wide and community-wide plan of these services which is developed will be predicated in part upon these three principles, the problem presented is one of making certain that existing facilities dovetail together in order that their total use may provide the maximum of opportunities for all ages; that each agency has a qualified staff; and that each recognizes its responsibility for producing desirable outcomes in the development of qualities of good citizenship, neighborliness and civic responsibility.

The pressures exerted should always be directed to these ends. Failure of an existing agency to meet these requirements is not sufficient cause for another agency to move in and do a replacement job. This procedure weakens the entire structure and tends to dissipate responsibility. It may, at times, be the path of least resistance, but if followed will always lead to confusion and tend to weaken responsibility, in the end resulting in an uneconomical use of total resources. What is needed is to focus attention on the weakness and take such steps as are possible to



strengthen the weakness through the proper exercise of agency functions. Supplementary aids may be required for a time but these should always be recognized as temporary aids to be provided until such time as the weakness is strengthened:

Recommendation 1: Geographic areas should be established as the units for central planning, and the total determinable needs of each such unit should be related to its total existing resources.

- (a) The Greater Boston Area is the unit for central planning by those agencies which accept responsibility for serving the entire area and can bring thereto desirable uniformity of understanding and general approach (i.e., Greater Boston Community Council, Metropolitan District Commission, Boy Scouts, Girl Scouts, Campfire Girls, CYO).
- (b) A local community, or a group of local communities, or a defined district of a local community (viz. the 15 Health and Welfare Areas of Municipal Boston) may serve as a unit for central planning by those agencies which accept responsibility for serving such local community, or group of local communities, or district; integrating their services with area-wide and community-wide services which extend down into such local community, or group of local communities, or district.

Recommendation 2: An efficient, economical use of the total existing resources to meet the needs of an area is the first requirement of central planning. If supplementary resources are essential for an adequate basic program, the most efficient, economical way of providing these resources should be determined and necessary action taken to assure their provision.

Recommendation 3: Qualified staff is an essential requirement for every agency organizing and directing all or parts of a coordinated program of play, recreation and group experience. This staff should recognize its responsibility with respect to the development of qualities of good citizenship, neighborliness and civic responsibility.

In the previous treatment of Principle 4, it was stated that it is the responsibility of tax-supported agencies to provide a background or floor of facilities, qualified leadership and services on a community-wide basis. Some indication of the extent of this background or floor which exists in the Greater Boston areas has been previously set forth (Part III, pages 38-46). The statements and recommendations which follow indicate the actions that are necessary to make these agencies more effective participants in the provision of this floor in a community-wide program of play, recreation and group experience.

The Tax-Supported Agencies

Metropolitan District Commission (Part III, pp. 38-40).

The Metropolitan District Commission, because of its area-wide services, is first considered.

From time to time, special studies of the work and organization of this Commission have made definite recommendations for improvement. In 1938 a Special Commission on Taxation and Public Expenditures, and in 1941 the Report of the Study of Park, Parkway and Recreational Areas, conducted under the joint auspices of the State Planning Board and the National Park Service, made recommendations for organizational improvement. One such recommendation was directed toward separating the police function from the function of maintenance and operation, and another recommended the employment of a recreation superintendent to whom would be assigned "the working out of a broad program of recreational development and organization by which adequate recreational facilities, properly distributed throughout the metropolitan system of reservations and parkways, could be made available and attractive to the citizens of the region."

As stated before in this report, efforts to carry out these recommendations have been defeated on the grounds of economy. It is exceedingly doubtful whether real economy is being practiced by not moving ahead with these recommendations. Certainly the maintenance and use of recreational reservations and facilities deserve more consideration than they are apt to secure as just one phase of the policing function. Also, the employment of a competent recreation superintendent by an organization so concerned with recreational developments and use in an area the size of that of the Park Division, whose responsibility it would be to work out a broad plan of recreational development and organization, would return to the Commission and the people far greater economies than the cost of his employment. Such a person, meeting with local park, recreation and group work bodies and officials, would be in a key position to promote and aid in the development of a comprehensive system and plan of



services which would greatly benefit the people throughout the area and assure a wiser expenditure of the funds available for these purposes.

The major adjustments which seem desirable in the organization and program of this Commission and its Park Division, in order that it can more effectively contribute to the development of an area-wide and community-wide program of play, recreation and group experience, do not necessitate a change in its basic function. Additional strengths, however, are required. These can be secured through a positive recognition of the important function this Commission can rightly perform, through a renewal of general support for its plans and work, and through some relatively minor adjustments of the Commission's organization.

Recommendation 4: The Metropolitan District Commission should:

- (a) take leadership in the development of a comprehensive and coordinated system of park and recreation facilities in the Area, - in cooperation with the State Planning Board and other State and local park and recreation authorities, - and should employ a Supervisor of Recreation to act for it in developing and operating an Area-wide recreation program;
- (b) establish the recreational use of its Park Division properties as above the police function;
- (c) provide and expand day camp sites and facilities in its Park Division properties throughout the Area.

The major tax-supported agencies of the City of Boston directly concerned with the provision of facilities, qualified leadership and services which constitute the present background or floor for a centrally planned play, recreation and group experience program are: The Boston Park Commission; the Boston School Committee, particularly its Departments of Physical Education and Extended Use of Schools; the Public Buildings Department; the Board of Recreation; the Library Department; and the Boston Housing Authority.

Although all of these agencies are vitally concerned in the community-wide program, their present plan of organization and operation is not one of close integration. Rather they all tend to operate on an independent basis, hence their facilities,



their leadership and their services are not integrated to the point where the community receives the maximum benefits possible.

The following brief consideration of these agencies, together with the recommendations, are based upon reports and studies of the operations and records of each agency and upon accepted play and recreation practice. The Boston Park Commission and School Committee are given more detailed consideration in this part of the report because of the important place they occupy in the provision of a floor of facilities, leadership and services for the total program. This is particularly true of their internal organization which is treated in some detail.

The Boston Park Commission (The Park Department), (Part III, pages 40-41).

The Park Department in the City of Boston is administered by a Park Commission of three members appointed by the Mayor. The Chairman of this Commission is the executive officer of the department and is a full time paid employee. The two other members of the Commission are lay members. The present Chairman of the Commission (appointed in September, 1947) is the former Chief Engineer of the Park Department who for a time served in both capacities. The other members of the Commission are Mr. T. G. Haffenraffer and Mr. Joseph Lee, Jr., the latter being the most recent appointee. Mr. Lee's great interest in the recreational use of Park properties is well known.

As earlier stated in this report, some improvement in the operation of the Park Department has been made during the last two years. The situation is such, however, that if real progress is to be made the Commission needs the support of all those interested in a genuine improvement in the administration of the Boston Parks. The following recommendations are directed toward some major improvements which should be made as quickly as possible and which should receive this support.

The present Commissioner of Parks was appointed by Temporary Mayor Hynes, and has continued to retain his civil service status as Chief Engineer. Each of these positions is important to the successful operation of the Park Department and deserves the attention of a full-time, qualified person.

Recommendation 5: Each of the important positions of Commissioner of Parks, and Chief Engineer, of the Boston Park Department, should be filled by a qualified, full-time person.

The legislation which established the present Park Commission and set forth its method of organization and administration established a position of Deputy Commissioner to assist the Commissioner in the administration of the department. This Deputy Commissioner is in fact the legal executive of the department. This position was vacant for a number of years, but is presently divided between two senior employees, rated as general foremen, who serve as acting assistant deputy commissioners pending the holding of a civil service examination for the position. It is generally understood that these are temporary appointments. Inasmuch as the major function of parks is now accepted as being of a recreational character, it seems proper that the Deputy Commissioner should be a person qualified in recreational organization and administration.

Recommendation 6: The Deputy Commissioner of the Boston Park Department should be a person qualified in recreational organization and administration.

Another division of the Park Department is the Bath Division with a Superintendent of Baths in charge. This Division operates the baths in connection

with the Municipal Buildings in which the Recreation Division operates the gymnasiums. The close relation of the two divisions suggests that they should be consolidated as they formerly were.

\*Recommendation 8: The Bath Division and the Recreation Division of the Boston Park Department should be consolidated.

The Recreation Division has never been given a definite yearly budget with which to operate its full program. Certain full time employees are carried on the yearly payroll of the Park Department and specific allotments of funds are made from time to time to cover the purchase of supplies and equipment, program expenses, summer playground workers, etc. However, this procedure makes it extremely difficult for the Director of Recreation to plan a definite yearly program as he is never certain of the total amount of money to be made available for the Division.

Recommendation 9: The Recreation Division of the Boston Park Department should have a definite annual budget to cover the cost of operating its program; and the annual budget of the Department's Engineering and Maintenance Division should include a definite sum for the maintenance of playgrounds and playfields.

The maintenance of park properties has suffered tragically in recent years. As a result, there is great need for an expedited program of maintenance for the next several years to catch up on the backlog of work that has accumulated. This will be an expensive program, but an essential one if the properties are, in any sense, to preserve the investment in them. The present practice of the Department is to maintain a small permanent maintenance staff and do the bulk of maintenance work by using outside contractors. For some years prior to the depression, an average of \$180,000 a year was spent for outside contractors for

\*There is no recommendation 7.



this type of work in addition to \$160,000. per year for the employment of a maintenance force of 72 mechanics and laborers. In 1946, \$80,000. was spent for outside contractors and \$60,000. for the employment of a maintenance force of 27 mechanics and laborers. This means that in former years a total of approximately \$340,000. was expended each year for the maintenance of properties against \$140,000. in 1946.

Recommendation 10: The Boston Park Department should expedite a program of maintenance and improvement, giving particular attention to its playgrounds and playfields:

- (a) The maintenance staff should be built up to include the necessary number of mechanics and laborers to do the bulk of this work, in order to diminish the more costly employment of outside contractors.
- (b) A three or five year program of maintenance and repairs should be planned in advance, with the most needy areas given first priority, and definite yearly allotments made to activate this program.
- (c) This program of rehabilitation of playgrounds and playfields should provide protected space for small children, court areas for informal play, space for crafts, sand boxes, etc., small diamonds for informal games of softball by neighborhood children and youth, and large sports areas only in the larger playfields. Proper plantings should also be included to provide shade and attractiveness and to separate the different spaces provided.

Heavy equipment such as swings, jungle gym, slides, merry-go-rounds, etc., are generally considered essential for every playground. While this type of equipment is popular with many children it serves only to meet a passing interest and its use, when not supervised, carries with it certain accidental dangers and on small areas adjacent to residential housing creates numerous nuisance problems, particularly at night. The comparative value of such heavy equipment against properly laid out spaces for specific activities, day-by-day supplies for a variety of program activities and skilled leadership to conduct such a program, is negligible.

The Boston playgrounds at present are almost devoid of heavy equipment, although some money was expended in 1947 for purchases of this type. Considering the

limited funds available, and the great need to make the playgrounds attractive and to improve them as functional areas, it is a mistake to spend money at this time for this type of heavy equipment.

Recommendation 11: The Boston Park Department should defer the purchase of heavy equipment for its playgrounds at this time, and the money which might be thus expended should be used either for additional playground rehabilitation, the purchase of supplies, or for employing qualified leaders.

For years, the play and recreational centers of the Park Department have been inadequately supplied with normal day-by-day supplies for program purposes. Much that has been purchased has been lost because of inadequate control, and the used supplies have been seldom collected for repair and re-use. These supplies are essential for an adequate program. Good leadership is seriously handicapped by lack of it and the children quickly disappear if they find nothing with which to enjoy themselves.

Recommendation 12: The Boston Park Department should place a higher value on the provision of adequate supplies for their operations, allocate more money for their purchase, and establish a system of purchase, distribution and control which protects the investment in these supplies.

In January, 1949, the Recreation Division had a permanent staff of 40 men and 2 women and a temporary staff of 18 persons. An additional 50 men and 90 women were employed in the summer of 1947 to conduct the summer playground program. The full time staff is employed in the recreation office at Pine Bank and in the municipal gymnasiums. These men also act as district supervisors of the summer playgrounds.

In general, the staff is not well trained for organizing and directing a broad play and recreation program. Most of them came into the Division during the depression years and remained on afterward. They have received institute training in phases of the department's indoor and outdoor work, in addition to Red Cross courses, and have a civil service status. By and large they are gymnastic and sports minded and the entire program reflects this fact. There are 16 district supervisors in summer and 3 district supervisors in the indoor months; but the supervision is not sufficient and the local personnel are allowed latitude to operate programs popular in their districts. Cooperation with voluntary agencies is capable of being strengthened.



The summer personnel is recruited largely from young teachers, college students and people primarily trained in physical education. These were selected this year through an examination given under civil service rules and regulations.

Effort has been made by the Park Commission the past two years to aid the recreation director by improving the quality of leadership employed by the department. In the selection of summer employees, effort has been made to secure a more qualified group. More employees are needed in the recreation field. There should be some specialists trained in specific activities such as small childrens' programs, crafts, and recreational dramatics, added to the staff of the Division. Each gymnasium should have a qualified woman recreational worker assigned to its staff, which means 6 additional full time women. Additional men to aid in the organization and direction of the complete program are sorely needed. A comparison with two other cities approximately the size of Boston gives some indication of the inadequacy of the Boston staff. San Francisco has a permanent staff of 48 men and 64 women, and Washington. D. C., has a permanent staff of 40 men and 45 women. Each of these cities also employed over 400 additional men and women workers for the summer months. Although the problem of securing an adequate and qualified staff for the Recreation Division is doubtless a difficult one to solve, yet it is not insoluble.

Recommendation 13: In order to improve the recreational personnel of the Boston Park Department, a definite program should be adopted.

- (a) The Civil Service Commission should write job specifications and examinations which assure the certification and employment by the Department of persons trained and experienced in organizing and directing a broad program of play, recreation and group experience, including more than just physical activities, sports and athletics (for example, small children's games, crafts, and recreational dramatics);
- (b) A definite number of additional full-time recreational positions should be established by the Department each year until an adequate staff is recruited, and these positions should be filled by qualified persons who should be paid full-time salaries under sufficient appropriations;



- (c) Recreational personnel of the Department should participate twice a year in an "In-Service Training Program," to be conducted for the benefit of tax-supported and voluntary agency personnel, in order to share in the benefits of such "Program" and of contacts with the philosophies, methods, and practices of workers in all agencies.

A program for the general supervision of the staff of the Recreation Division should be established in conformity with the following recommendation.

Recommendation 14: The Boston Park Department should promptly establish a definite plan for supervising the Recreation Division staff and program:

- (a) Until such time as a person qualified in recreation organization and administration is appointed Deputy Commissioner, the Commissioner should exercise daily supervision over the Director of Recreation;
- (b) The Director of Recreation should exercise constant supervision over the program operations of the Division and the staff assigned to these operations;
- (c) The Director of Recreation should file with the Commissioner periodic reports, and supervisory members should file with the Director periodic reports of their supervisory assignments and performance.
- (d) At least two qualified full-time recreation supervisors should be employed in the first quota of additional personnel for the Recreation Division.

The organized play and recreational program of the Park Department largely centers in the operation of summer playgrounds, the baseball and football fields in the spring, summer and fall, and the municipal gymnasiums in the winter. Some winter sports are conducted, as are sailing and canoeing programs. In addition many special events such as the Mayor's Hallowe'en Party, the South Boston Road Race, and similar activities, are organized throughout the year.

In the past two summers, due to the curtailing of the School Committee's appropriation for the operation of summer play grounds, the Park Department has considerably expanded its summer playground program. Additional appropriations amounting to approximately \$60,000. were secured for this purpose and in the summer of 1947, 100 play areas, including 8 beach locations, 2 boating locations and several White Fund play areas, were operated. These were open morning and afternoon.

In general, the playground program is emphasized as a sports program, with

practically all playgrounds and playfields large enough for a ball diamond used almost exclusively for this purpose. A well balanced playground program meeting the needs of all children and youth does not exist in the Boston Park Department. nor is the development of such a program emphasized. Areas too small for baseball are left to be used as best they can.

The program in the municipal gymnasiums is generally for calisthenic classes, boxing, wrestling, games for small children and basketball. These gymnasiums are officially open from 2 to 10 P.M. - on Mondays and Thursdays for the use of girls and women; and on Tuesday, Wednesday, Friday and Saturday for boys and men. Each director is responsible for organizing and directing his own program with little supervision from the Recreation Division office.

The philosophy of the Recreation Division of the Park Department centers on the conduct of major sports programs for people from 12 years of age and upward. The Division believes that such programs contribute to the betterment of juvenile standards. Thus its staff functions to grade teams, schedule permits, compile schedules, train and assign officials, compute averages, etc. There is no question of the Director of Recreation's sincerity and experience in this type of recreational endeavor. But it is less difficult to organize play and recreation programs that center on sports activities than to organize programs for little ones on a non-competitive basis. Those who are interested in sports are always anxious to participate and beat a track to any place where they can find adequate space and opportunity. Little organization is necessary except as it is required to control the use of the field, diamond or gymnasium. They practically organize themselves and will readily do so if that is the way to secure their opportunity. While the numbers of these participants bulk large in any city, they by no means constitute the majority of either children or youth who need play and recreational outlets.

The organization of play and recreation programs to meet the needs of children, youth and adults is a difficult task. It requires careful planning and organization and a day-by-day diversified program. However, this is the purpose of



playgrounds, playfields and recreation centers, and to the extent they are not thus used, they represent an unwise investment.

Recommendation 15: The Recreation Division of the Boston Park Department should approach the planning programs of play, recreation, and group experience, as follows:

- (a) The fifteen Health and Welfare Areas of the City should be established as the geographic areas for which programs will be organized and directed;
- (b) The playgrounds, playfields, and municipal gymnasiums in each such area should be established, in accordance with the Playground Study of the Boston City Planning Board, as facilities for the use of the children, youth, and adults residing in such area;
- (c) These facilities should be operated every day of the year which the weather will permit;
- (d) The seasonal program for each such area should be a comprehensive play, recreation, and group work program, utilizing all the area's facilities and cooperatively planned and operated with all the play, recreation, and group work agencies operating in the area;
- (e) All available qualified leadership in such area should be considered a pool of leadership for use in its program;
- (f) Sports activities for organized teams of children and youth should be organized on a league basis for each such area, and the use of such teams of specified diamonds, football fields, gymnasiums and other required areas or facilities should be specifically arranged so as not to prevent the use of these facilities by unorganized groups and teams at other times.
- (g) The league organization in sports activities for senior, independent and semi-professional teams should be organized on a City-wide basis with definite large areas and facilities sectionally located in the City, set aside for their use, but such use should not encroach upon the use of neighborhood and district facilities.

In the past two years the Park Department has stimulated interest, and participation in sailing and canoeing on the Charles River and in boat building. Sailboats have been provided for this purpose and three members of the staff have been assigned to aid in the conduct of these two programs. These programs are a logical part of the park recreation program in Boston.



Recommendation 16: The Boston Park Department program of sailing, boating and canoeing on the Charles River should be encouraged and expanded as rapidly as the demand warrants and made an integral part of the park recreation program.

The above recommendations, if carried out, will establish the Boston Park Department on a sounder basis to perform its function in providing a background or floor of facilities, qualified leadership and services for a jointly planned and coordinated program of play, recreation and group experience for the City of Boston. It is well to point out in conclusion that the Park Commission is now spending yearly for the support of the total program approximately \$1,500,000. It controls and operates 188 different areas and properties, totalling 3386.75 acres, all usable for some form of recreation. These properties represent an investment of the community's funds to date of \$34,333,824.59 (1946 Annual Report of the Park Commission). Obviously, an investment of this size in properties acquired for the recreational use of the people deserves the best administration and the concern of every interested individual and group.

The improvements already made by the Park Commission, and the cooperative attitude of those at the top make the time propitious for further progress. The survey staff have found the members of the Commission and many members of the staff anxious to participate actively in such an effort. A close working arrangement, based upon mutual respect and understanding, between these people and other interested forces in the community will be productive of gradual improvements. This is the first step to be taken.

The Boston School Committee.

The Boston School Committee is another of the tax-supported agencies vitally concerned in the provision of a background or floor of facilities, qualified leadership and services for a community-wide program of play, recreation and group experience. As has been pointed out in Park III of this report (Pages 42-44), the public schools have a great and vital interest in these programs. It can be fairly stated that in the average community they form the very backbone of this program.

The Boston School Survey, known as the Strayer Report, published in 1944, found the Boston Schools below standard in many ways. In some instances improvements recommended in this report have been made, but in many other instances little improvement has been made.

From the standpoint of school properties to be used in a floor of facilities for a community-wide program of play, recreation and group experience, the Boston schools are most inadequate when measured in terms of modern school plant standards. This is best illustrated by the presentation of certain findings of the Strayer Report. This report makes the following comparisons of scores of all elementary and high schools which were scored by using the Strayer-Englehardt score card. This score card, designed to rate the adequacy of school buildings and grounds to do a modern educational job (including recreation), provides for a range up to 1000 points. Buildings which score from 0-299 are considered inferior, 300-399 poor, 400-499 fair, 500-599 good, and 600-1000 superior.

Table 8

PERCENT OF ELEMENTARY AND HIGH SCHOOLS IN BOSTON AND THREE OTHER CITIES CLASSIFIED ACCORDING TO STRAYER-ENGLEHARDT SCORE CARD\*

Cities	Strayer-Englehardt Score Points				
	0-299 (Inferior)	300-399 (Poor)	400-499 (Fair)	500-599 (Good)	600-1000 (Superior)
Percent of Total					
ELEMENTARY SCHOOLS					
Boston	67.2	19.2	11.6	1.5	.5
Newark	18.0	34.0	32.0	6.0	10.0
St. Louis	14.9	22.8	24.7	29.7	7.9
Hartford	30.0	20.0	15.0	25.0	10.0
HIGH SCHOOLS					
Boston	20.8	29.2	29.2	12.5	8.3
Newark	11.1	11.1	33.3	22.2	22.2
St. Louis	0.0	0.0	10.0	40.0	50.0
Hartford	14.3	28.6	0.0	28.6	28.6

\*Source: George D. Strayer, Report of a Survey of the Public Schools of Boston, Massachusetts, Vol. III, (Boston: City of Boston Printing Department, 1944), pp. 263f.

Table 8 shows that 67% of the Boston elementary schools and 21% of the high schools are in the inferior category; furthermore, it shows that only 5/10 of 1% of the elementary schools and 8.3% of the high schools are listed in the superior group. The Strayer staff indicated that most of the schools had low scores on the indoor and outdoor facilities used for physical education and recreation.

#### Facilities

Inadequate facilities severely limit the education and recreation program in Boston schools. No elementary school in Boston has an outdoor acreage which meets the nationally recognized standard of five acres. Dressing rooms for physical education are not provided in elementary schools. In most schools, gymnasiums and play-rooms are not provided. In many buildings activity is restricted or prohibited because of building restrictions. This is particularly true in old buildings, where it is feared that vibration may cause damage to the structure and endanger the safety of the children.



The fire restrictions require that all seats where groups assemble shall be fastened to the floor or set in grooves or slots to keep the seats stationary. This rule was made more rigid after the Cocoanut Grove fire at which time moveable seats were pushed against doors.

These restrictions, which are needed where buildings are improperly planned with assembly rooms on upper stories without proper provision for exits in case of fire, take a large toll of opportunities for education and recreation which children and youths should rightly have. Likewise, the continued use of old buildings not strong enough to permit groups of children to exercise or dance in rhythm seriously limits the physical education and recreation of these children.

Generally, the children in elementary schools must conduct their dances, games, exercises and other activities in classrooms where desks are fastened to the floor, and in many of the old buildings the vigor of the activity is severely limited because of the construction or condition of the building.

The outdoor facility problem is about as difficult. The present Director of Physical Education has been able to get many of the areas around elementary schools surfaced with asphalt, but generally these areas are about the size of a good high school gymnasium. There is no turf area for such games as soccer, softball and field-ball. Outdoor areas for the junior and senior high schools are about as inadequate as those for the elementary grades. The high schools use park fields for inter-school sports. The distance which some teams have to travel for ball practice is as much as eight miles. There is generally little or no space adjacent to the high school or junior high school for a broad program of intramural athletics or mass participation. Rarely do the girls have a field which can be laid out according to official rules for girls' activities. No junior or senior high school has a site which meets the recognized standard of the National Conference on Facilities for Athletics, Recreation, Physical and Health Education which was developed by representatives from fourteen national organizations.

Although public school building and ground facilities in Boston are most inadequate in the majority of cases, improvement in the total situation is possible. In many of the areas of the City where the schools are most inadequate there are also park and voluntary agency facilities. If all these facilities in each Health and Welfare Area are considered as a potential system of facilities for both school and recreation use, a great deal can be done to improve the present situation with respect to both education and recreation. If it is borne in mind that, to a large extent, park and voluntary agency facilities are not in use during the school day and that school facilities are not in use outside of the school day, the potentialities of such a program can be better appreciated.

Recommendation 17: Representatives on the Administrative level of the School Committee, the Park Commission and the voluntary agencies, through the division of the Greater Boston Community Council concerned with planning a community-wide program of play, recreation and group experience, should immediately sit down together and explore the present situation in each Health and Welfare Area of Boston for the purpose of utilizing all available facilities in each of these areas as a system of facilities to be used for programs of physical education and recreation.

Recommendation 18: Representatives on the Board level of the City Planning Board, the School Committee, the Park Commission and the Greater Boston Community Council, with technical assistance provided by the City Planning Board, should immediately sit down together and study the existing and potential facility needs for a combined and integrated system of facilities, designed to satisfy the requirements of an integrated community-wide education, play, recreation and group experience program, and establish a Master Plan for their provision. Such a study should take into consideration the following:

- (a) Existing facilities which are geographically located to serve adequately the specific neighborhoods and districts of the city;
- (b) The degree of adequacy of these existing facilities and the improvements necessary to make them adequate;
- (c) The inadequate and obsolete facilities which should be abandoned and disposed of at a fair market price;
- (d) The existing facilities of all agencies in a given area which are inadequate and which could be disposed of and replaced through coordinated purchase and the construction of an adequate facility in the proper geographic location.



This study should not overlook the fact that modern principles of city, school and park planning dictate the acquisition of a single piece of property geographically located to serve specific neighborhoods and districts, upon which a single structure can be provided to meet the needs of the area in education, play, recreation, group experience and community activities. Neither should this study overlook the fact that many voluntary agencies now burdened with old and inadequate facilities, struggling to secure voluntary contributions for their support, repair and maintenance, can well afford to join in this cooperative program in both joint financing and operation in order that the basic purpose of all -- service to the people -- may be achieved. Safeguards must be established to make certain that real, democratic, cooperative operation is attained, but this can be done through objective and creative thinking and action on the part of all concerned. In no other way can an old city like Boston efficiently and economically approach the problem of bringing some reasonable order out of the existing complex situation which has grown up as a result of years of incomplete community planning.

#### The Program of Physical Education

The program of physical education in the schools is an important factor in any community-wide program of play and recreation for school age children and youth. It is through this program that these children and youth normally learn and develop their playing skills and are provided opportunity to use them in a recreational way both during the school day and in certain periods after school hours.

The Strayer Report pointed out the serious inadequacies of the physioal education program in the Boston Public Schools. Some improvements in this program have been made since the Strayer Report was submitted. A new director of physical education was appointed who has undertaken to improve the entire program and has met with some degree of success. A new course of study has been provided for the elementary grades and work is being done on a similar course for junior and senior high school boys. Previously these boys have only been required to participate in military



drill for two periods a week. Boys in the ninth grade are now required to have two periods of physical education, two periods of military drill and one period of health instruction. Likewise, the time given for physical education and health instruction has been increased for the girls in the junior and senior high schools.

Recreational activities are scheduled as a part of the intermediate school program. This program is severely limited because of inadequate outdoor space, limited indoor facilities and inadequate staff to meet the needs of all pupils in an organized intramural program. Some progress is being made, however, through the use of voluntary agency facilities and the larger park fields.

The appropriation for years available to the School Committee for conducting after-school and summer playgrounds has been seriously curtailed in the last two years. There are some indications that this step was taken in order to provide the Park Commission with additional funds for the operation of summer playgrounds. Regardless of the reasons for this action, it is a serious mistake. Considering the inadequacies of school resources to carry on a normal program of physical education and recreation for school-age children during the school day, the operation of these after-school and summer playgrounds should be expanded rather than curtailed. In this way these inadequacies can be compensated for to only a limited degree, but under existing conditions they are certainly well worth the money which should be expended.

There is a great deal of agitation about the increase of juvenile delinquency in American cities today and representatives of all forces discuss at great length all possible solutions to this problem. Voluntary agencies press for more voluntary contributions to expand their programs to combat this problem. It is an exercise of poor judgment to curtail year-round programs of community-wide scope, under public school auspices, and request additional voluntary contributions to expand certain agency programs operating on a limited area basis.

Is there occasion for stressing military drill in the schools of Boston to the neglect of a comprehensive program of physical education? The Strayer Report included a letter from Secretary of War Stimson dated June 16, 1944, reading in part as follows:

"The amount of military drill which can be given in schools and colleges can also be given after induction into the Army, in a relatively short period of time, and under the most productive circumstances. A good physical condition, however, cannot be developed in so short a space of time, and the physical condition of the soldier is of prime importance to the War Department.

"The War Department does not want to appear to advise upon the makeup of a curriculum, nor to go beyond outlining some of the elements which the Army believes would be advantageous to its recruits. Of these a good physical condition is extremely important and a knowledge of basic military drill relatively unimportant."

The inter-school athletic program has been expanded a great deal in the last few years while the intra-mural program is quite weak and in some schools nonexistent. While the need for an inter-school athletic program is appreciated and its popularity recognized, there is likewise great need for a vital, efficient, intra-mural program which appeals to a far greater number of participants and carries with it great values for this larger number of participants. This program should not be neglected in the interest of having a bigger and better inter-school athletic program.

Recommendation 19: The School Committee should increase as rapidly as practicable its requirements for physical education for all school-age children and its intra-mural program, and should to the extent necessary decrease its program of military training in the interest of such expansion.

Recommendation 20: The appropriation to the School Committee for the operation of after-school and summer playgrounds should be restored and increased starting with the school year of 1949-1950.

Qualified Staff. A qualified staff which has a thorough understanding of the purpose of its program and which knows how to select activities and manage groups can often get good results with poor facilities. In view of the inadequacies of existing facilities in the Boston schools, therefore, it is particularly important that the best qualified staff be employed. Great care should be taken to assure that

all new teachers are particularly well qualified for the positions to which they are appointed. This is of the greatest importance in selecting teachers of physical education because of the inadequacy of the facilities with which they are required to work.

The present staff in the physical education program of the Boston public schools is nowhere near large enough for the program which should be provided. This is indicated by considering the average pupil load of over 1000 per teacher as against the accepted school standard of 250. This load is lightened to some extent through requiring the elementary classroom teachers to conduct most of the physical education activities for their grade. This is done under the periodic supervision of a trained physical education supervisor, but here again the number of supervisors is so limited that supervisory visits are very infrequent.

Improvements are being made in this situation through requiring some training in physical education for new teachers coming into the system. This practice will add a great deal to the physical education program but will not lessen the need for more qualified full time physical education teachers. The classroom teacher with so many assignments cannot be expected to do an adequate job in physical education. It should be borne in mind that the elementary school is the best grade level for teaching fundamental skills, developing physical fitness and inculcating the attitudes which are so important in the education of children and youth.

Recommendation 21: The School Committee should expand the teaching force of qualified physical education teachers and supervisors as rapidly as practicable, giving particular consideration to the program in the elementary schools and the intra-mural program. One of the first requirements in this expanded force should be a qualified person to promote and supervise the intra-mural program

The importance of a sound relation between an adequate school physical education program and a community play and recreation program for children and youth should not be overlooked. Growing, healthy children and youth have great need for participation in this type of program and if unable to secure the opportunity through the school program they will demand it in the smaller agencies more responsive to



their demands. The inadequacy of the present school physical education program in Boston is largely responsible for the extensive programs of this type in the voluntary agencies supported by voluntary contributions.

The Department of Extended Use of Schools. The Department of Extended Use of Schools was established as a Department of the Public Schools in 1912 and given the right to use school premises after school for educational and recreational activities, and to "control the use of school properties by individuals and associations for such educational, recreational, social, civic, philanthropical and similar purposes as the school committee may deem to be of interest to the community." The School Committee was authorized to make appropriations for this work.

At the present time this department meets the cost of operating 14 school centers, the meetings of Home and School Associations, Posts of American Legion and Veterans of Foreign Wars, Boy and Girl Scout Troops, School Alumni Associations and similar groups as approved by the School Committee. In 1917 the Director of the Department was assigned the duty of promoting the organization of Home and School Associations.

The Rules of the School Committee and the Regulations of the Public School provide that:

1. School Centers may be established by the School Committee in school buildings upon recommendation of the Director of the Extended Use of Public Schools.
2. School centers shall include men's clubs, women's clubs, boys' clubs, girls' clubs, orchestral clubs, dressmaking clubs, millinery clubs, embroidery clubs, gymnasium clubs, choral clubs, and such other activities as may be organized under the direction and with the approval of the Director of Extended Use of Public Schools, who shall determine the maximum number of persons who may be admitted to each activity.
3. The term of the school centers shall begin the first Wednesday in October and end the 30th day of June, unless by special authorization of the Superintendent sessions shall be suspended during vacation periods.
4. The sessions of school centers shall be held on such days of the week as shall be determined by the Director of Extended Use of Public Schools in each case.

5. The regular afternoon sessions of school centers shall begin not earlier than 2:30 o'clock and close not later than 5:00 o'clock, provided that the closing hour may be extended by the Director of Extended Use of Public Schools.
6. The regular evening sessions of school centers shall begin at 7:30 o'clock and close at 10:30 o'clock, with the same provision as above.

Each center is in charge of a manager regularly appointed by the School Committee in June of each year and his staff is appointed in September of each year. All centers are expected to have an Advisory Committee of from 5 to 7 who are appointed by the manager. This Committee meets regularly two or three times a year.

The Annual Statistics of the Boston Public Schools show the number of buildings, number of sessions, and attendance under the control of this Department for the year 1946-47 as follows:

Table 9

NUMBER OF BUILDINGS USED,<sup>a</sup> NUMBER OF SESSIONS, AND ATTENDANCE UNDER THE DEPARTMENT OF EXTENDED USE OF PUBLIC SCHOOLS FOR THE SCHOOL YEAR 1946-1947<sup>b</sup>

Groups	Number of Buildings Used	Number of Sessions	Attendance	Average Attendance Per Session
Total	156 <sup>a</sup>	2,905	486,935	168 <sup>c</sup>
School Centers <sup>d</sup>	14	801	247,406	309
Non-School Center Groups <sup>e</sup>	74	1,165	95,857	82
Additional Use Groups <sup>f</sup>	45	835	127,693	153
Day School Groups <sup>g</sup>	23	104	15,979	154

<sup>a</sup>Includes some duplication of buildings between Groups.

<sup>b</sup>Source: Annual Statistics of the Boston Public Schools, School Year 1946-1947, School Document No. 6-1947, Boston Public Schools (Boston: Boston Printing Department, 1947), p. 52.

<sup>c</sup>Average attendance at all sessions - corrected. L.R.B.

<sup>d</sup>Community Centers operated by the Department of Extended Use of Public Schools.

<sup>e</sup>Groups authorized to use public school buildings without charge (e.g. Scouts, PTA's, American Legion, etc.)

<sup>f</sup>Community groups using school buildings for meetings, plays, etc., for which they pay charges.

<sup>g</sup>Groups connected with day school using buildings in evenings.

Each of the fourteen School Centers was visited by a member of the Survey staff during the winter season of 1947-48. A variety of conditions and programs was found. Some of the Centers were found to be satisfactory and some were not up to this standard. Probably the two best were the Centers in the Jeremiah Burke High School and in the Michael Angelo School. In both of these Centers the managers were alert to community needs, had a broad program of activities and were genuinely interested in the success of the Center. In general, however, the same difficulty exists with the School Centers as exists with the municipal gymnasiums under Park Department control - each Center is a unit unto itself and is dependent upon the ability and interest of the manager to organize and direct a program. Because of insufficient staff, little help or supervision is available from the central office. Little integration of the program of the Center and the programs of other agencies in the community was observed. A large number of children under 14 years of age were participating in the program with relatively few youth and adults. A large number of attendants and keepers were on duty in each Center to aid in the control of the participants as they came and went to the different activities and rooms.

All of these observations and findings indicate the need for a revitalization of this program. Each of the Centers is reasonably well located to be a central service center for the Health and Welfare Area in which it is located; and with an integrated program between the municipal gymnasiums, the School Centers and the voluntary agencies, a real area-wide program could be developed and maintained. The Director of the Department is believed to be willing to cooperate with all forces to the end of having the School Centers give more service. His regular participation in the Local Advisory Committee meetings which were held as a part of this Division of the Survey evidences this willingness. The same can be said of the Director of Physical Education.

Recommendation 22: The Director of the Department of Extended Use of School Use, working through the Division of the Greater Boston Community Council concerned with programs of play, recreation and



group experience, should develop a plan for operating the School Centers located in each Health and Welfare Area as Centers for joint operations of an area-wide program with all agencies operating in the area participating. This plan should include:

- (a) Establishment of an Advisory Committee for each Center whose members should be residents of the Area in which the Center is located, this Advisory Committee to advise with the Director of each Center as to the scope and extent of the program of the Center;
- (b) Consideration of the advisability of opening the Centers in the afternoon for the use of children and youth and more than two nights a week for the use of older youth and adults;
- (c) Employment, as managers for the Centers, of persons qualified to organize and direct the broad Center program in cooperation with all agencies operating in the area;
- (d) Utilization of qualified staff in the employ of other tax-supported and voluntary agencies to conduct certain phases of the Center program.

It is of the utmost importance that the closest possible working relationship be maintained between representatives of the School Committee and representatives of all other agencies engaged in organizing and directing programs of play, recreation and group experience. Inasmuch as the Greater Boston Community Council is recognized as the social planning body for this field, school authorities should aid in strengthening the Council in its work and utilize it to the fullest extent in their own work in community social planning.

Recommendation 23: Representatives of the Boston School Department should actively participate in the work of the Greater Boston Community Council, and its various Department Heads should join in the planning and work of the Council dealing with their respective fields of endeavor.

The Public Buildings Department - (Municipal Buildings) (Part III, pp. 45-

46). The Survey staff was not permitted to review the records of the use of these buildings. Information about their use secured from other sources indicated that the present use of these buildings for recreation and group meetings is much less than it should be, if policies and procedures controlling this use were in keeping with the purpose of the buildings.

So far as we could learn, the Public Buildings Department has no promotion program for the use of the buildings for recreation and group meetings, although it is receptive to the requests of individual organizations which seek permits. There were some complaints that the custodians discourage any free use of the buildings by civic organizations.

Custodians. The buildings are cared for by employees of the Public Buildings Department. These employees range in number from 1 to 12 persons per building, depending on the number of rooms and the use to which the buildings are put. The custodians in general charge are assisted by engineers, firemen, laborers, janitresses and cleaners. Eight of the custodians are paid \$1200 a year; the others \$1800 to \$2000. The custodians have responsibility for all parts of the buildings except the gymnasiums and showers, on which, however, they are expected to keep a periodic check.

The use of these buildings should be integrated with the use of other facilities in each Area of the City which is used for programs of play, recreation and group experience. The Public Buildings Department is not an agency which is qualified either by function or training of its staff to control the use of these buildings except as the mere issuing of permits may be considered an adequate procedure. There is far more to this control when properly developed and exercised than just the issuing of permits and custodial care. It therefore seems desirable that some change be made in their management. Inasmuch as the Park Department controls and operates the gymnasiums located in these buildings, and as that Department is functionally concerned with community use of many city properties, there seems to be some justification for making arrangements for the Park Department to control the use of these buildings.

Recommendation 24: Whereas responsibility for the general maintenance of the City's municipal buildings should remain with the Public Buildings Department, the control of their use for recreation and related purposes should be vested in the Boston Park Department.



The Board of Recreation of the City of Boston. The concern of many

people in the City of Boston over the City's tax-supported play and recreation programs has long been apparent. Many efforts at improvement have been made from time to time.

In 1937 a committee of the Greater Boston Community Council sponsored a study of this program by the National Recreation Association. The report of this study, known as the Pangburn Report, recommended the establishment of a Recreation Commission representative of the Park Commission, the School Committee and interested citizens; this Commission was to administer, coordinate and consolidate the play and recreation program of the tax-supported agencies, and to be an administrative and planning body for these programs.

In 1943 the State Legislature passed a law which established the Board of Recreation for the City of Boston. The Chairman of the Park Commission was made an ex-officio member of this Board, the School Committee was to appoint two members of the Board, and the Mayor four members.

In December, 1944, the Mayor of the City appointed the members of this Board of Recreation and the Board was officially organized on January 30, 1945.

This Board has not had a satisfactory history. The law which created it' limited its powers to planning and coordinating; hence its effectiveness could reach only as far as the regular tax-supported agencies directing programs of play and recreation would accept. This acceptance, judging by the record, was decidedly limited.

While the Board was authorized to employ a Superintendent of Reareation, the law also stated that the "incumbent of the office of the Director of Recreation of the Boston Park Department may be transferred to the office of Superintendent of Recreation." Apparently, the Board decided that this provision was the most desirable under the conditions prevailing and on February 8, 1945, the Director of Recreation for the Park Department took leave of absence from that position and accepted the position of Superintendent of Recreation for the Board of Recreation.



Through an appropriation of \$200,000 made available to it by the then acting Mayor, in April, 1945, the Board of Recreation moved ahead to plan and organize a comprehensive program of city-wide tax-supported play and recreation. The First Annual Report of the Board of Recreation for the City of Boston indicates that considerable preliminary progress was made. However, considerable difficulty was also encountered and in November, 1945, the Superintendent of Recreation resigned to go back to his position with the Park Department. Following a City election, the present Mayor of the City refused to work with the Board of Recreation and it has not received from the City Government an appropriation to carry on even its limited functions. For three years, therefore, the Board has been purely a paper Board although it has held meetings from time to time.

The theory upon which Recreation Boards and Commissions have been successfully established throughout the United States is based upon a mutual recognition of a common problem and a willingness between Boards of Education and Park Boards or Departments to cooperate and find the most efficient way to use the resources of both agencies in a tax-supported program of recreation. For whatever reason, such mutual recognition has not existed with the Board of Recreation in Boston.

In the last two years the School Committee and the Park Commission of Boston have been working more cooperatively in the interest of organizing and directing joint programs of play and recreation than they have in the past. They have made some progress and more progress seems possible.

In view of these facts and recommendations made in other sections of this report, the present Survey staff can see little need for the Board of Recreation in Boston. Mr. Pangburn, who made the original report which led to the establishment of the Board of Recreation and who has been a member of this Survey staff, joins in this decision.

Recommendation 25: Legislation should be enacted replacing the present Boston Park Commission and the Boston Board of Recreation with a Park and Recreation Board of 5 members:

two interested and capable citizens willing to give time and effort to the work of the new Board, appointed in accordance with such legislation, and the Chairman of the Metropolitan District Commission and the Superintendent of Schools, ex-officio; and a Chairman of the new Board.

The Library Department. All of the Health and Welfare Areas in Boston are provided with branch libraries under the control of the Library Department of the City. (Part III, Table 2, page 34). Two of these Areas have 4 libraries, four Areas have 3, three have 2, and six have one each. Several of these libraries are located in Municipal Buildings, in conjunction with meeting rooms, auditoriums and gymnasiums.

Public library facilities and services are important to a recreational program serving all ages. The general tendency has been to think of them as separate and apart from other recreational facilities and services, but this tendency should be reversed.

Recommendation 26: The Library Department should integrate both its facilities and its services in all Areas with the other phases of recreation service organized and directed in these areas.

The Boston Housing Authority. In recent years, under the auspices of the Boston Housing Authority, 8 large housing projects have been constructed in different sections of Boston. Four of these projects are located in Roxbury, two in South Boston and one each in Charlestown and East Boston. Three of these projects are large projects with over 1,000 family living units, two have over 750 family living units and three have 300 to 400 family living units. In January, 1946, the population in these 8 projects totalled 23,744, of whom 11,716 were under twenty-one years of age.

Included in each of these projects are certain play and recreation facilities. In those not located in close proximity to a public playground, small play areas for little children are provided, while three have nursery school rooms in them. All have one or more auditoriums or halls for meetings and some have smaller play and meeting rooms and kitchens for group use.



Under the auspices of the Housing Authority, each of these projects is provided with a recreation leader or leaders to organize and direct a play and recreation program primarily for those living in the project. In 1946, the salary expenditure for this purpose was \$24,425. and \$2,517. was expended for play and recreation equipment and supplies. In addition to this money budgeted from Housing Authority funds, certain activities such as dancing classes, play schools, social dances and movies were financed by the tenants.

In the development of the play and recreation program in these projects, a great deal of emphasis has been placed on volunteer work by tenants and the organization of tenant committees to sponsor the program. In 1946, there were 342 members of tenant committees and 328 volunteer leaders. In addition to the regular recreation workers assigned to the projects, 31 leaders from voluntary agencies gave some part-time service to the program and 19 part-time leaders were paid by tenant committees.

Although reports of the Housing Authority indicate that the tenants of these projects have been urged to use the facilities of tax-supported and voluntary agencies and to participate in their programs, and the general community has been invited to share in the programs of the Housing Projects, there is no way of measuring how much of this has taken place. It is most important, however, that this type of community participation take place; otherwise the projects and their residents tend to become set apart from the rest of the community.

Recommendation 27: In the development of cooperative and jointly planned programs of play, recreation and group experience in each Health and Welfare Area, the residents in Housing Projects should be deemed residents of the Area and the programs, as organized and directed by Housing Authority representatives, should become an integral part of the total Area program.

The Boston City Planning Board. The Boston City Planning Board is the official planning body for the City of Boston. In the course of its work, it makes studies of specific problems of vital importance to the proper development of the



City. Recently it has completed a General Playground Study pointed at determining the adequacy of existing playgrounds and schoolyards. (General Plans III, Series 1-12, Appendix C). This study was conducted on a Health and Welfare Area basis and was confined to Area requirements only. It was planned and carried to completion as the first step in developing a Master Recreation System Plan. The 1946 Annual Report of this Board states: - "It is the belief of the Board that the preparation of a sound program for the comprehensive development of recreational facilities for the entire city is of major importance. The Board also believes that the creation of open space or playgrounds in depreciated areas is a vital requisite as the City's contribution in encouraging the rebuilding of these areas."

Recommendation 28: The City Planning Board should proceed as rapidly as practicable with the development of a Master Plan of Recreation Facilities for the City of Boston, which should include the use of the properties of voluntary agencies.

In concluding the comments and recommendations pertaining to the tax-supported agencies, it must be stated, and ever borne in mind by all individuals and groups interested in the development of a dynamic and comprehensive program of community-wide play, recreation and group experience, that the most essential requirement is genuine cooperation based upon mutual respect and understanding. None of the foregoing recommendations is of real value except as it fits into a total plan of operation as outlined in this report. They are each parts of a whole and while in mathematics the whole is equal to the sum of its parts, yet in this case the whole must be more than just the sum of its parts. Each part must be an interlocking part and be fitted accordingly. It is essential, therefore, that those officials connected with the tax-supported agencies fully recognize that the burden of leadership in this development rests as heavily on their shoulders as it rests on the officers of the voluntary agencies. It is only as these two groups come together to plan and act for the common good of the community that desirable, attainable results will be forthcoming.

### The Voluntary Agencies

In the previous treatment of Principle 5 (Part III, Pages 46-62) consideration was given to the direction the voluntary agency programs should take in the future in order to fulfill their purpose of building against the background and on the floor provided by the tax-supported agencies and in so doing still retain their freedom to meet the special needs of individuals and groups. The statements and recommendations which follow with respect to certain groups of agencies and specific agencies, indicate some of the action that it is necessary to take if these agencies are to adjust their programs in accordance with the basic principles set forth.

#### Community-Wide Building Centered Program Agencies

Community Recreation Service, Inc., (1947 expenditures - \$44,189: Fund payment - \$27,377). Community Recreation Service was organized in 1919 and incorporated in 1920 with two clearly defined purposes:

1. The promotion of both public and private recreation through planning, consultation, training, reference service and cooperative assistance to Recreation Promotion Groups, Associations and Community Councils.
2. The conduct of various recreation activities on a demonstration basis. (1947 Annual Report - Community Recreation Service, Inc.)

Through the years this Agency has made great contributions to the development of play and recreation in Boston and in the area surrounding it. It has worked with public officials and agencies and with interested citizens and voluntary agencies in fulfilling its primary purpose. It has sponsored demonstration programs of all types and in this and many other ways aided in the development of play and recreation programs to meet broader needs. The major questions which must be answered at this time, however, are whether there is a continuing need in the Greater Boston Area for this type of service; and, if so, is a separate agency necessary to fulfill it?

A partial answer can be secured to this question by a brief re-statement of facts already brought out about the Area. This report has already noted that

there are in the area 182 different voluntary agencies concerned with some phase of recreation and group work and 57 tax-supported city and town play and recreation agencies. Hence it appears that the need for such programs is generally accepted throughout the Area and that the people have done something about seeing that this need is met. No one would advance, even in the face of the above facts, that there is still not some demand for promotional work to be done, but relatively speaking it must be admitted that this need is not nearly as great as it was in 1919 and the years immediately following.

Furthermore, the Boston Council of Social Agencies was established in 1920 and became the Greater Boston Community Council in 1944. This Council is the duly established and recognized social planning agency for welfare services, including recreation and group work services, for the entire Area. It maintains a staff of consultants in special fields, including a research and study staff constantly engaged in making studies, a large percentage of which pertain to recreation and group work services throughout the Area, and, in cooperation with the Greater Boston Community Fund, maintains a local social planning staff to work with leaders in the different cities and towns in the Area in developing better plans and services for all welfare programs.

It is obvious, therefore, that the Greater Boston Community Council is established for the same purpose in the broad field of welfare that Community Recreation Service sets forth as its primary purpose in the field of recreation. This agency, therefore, duplicates the work of the Council with respect to this purpose. A study of its Annual Reports will bear this fact out.

In carrying forward its second purpose of "conducting various recreational activities on a demonstration basis," Community Recreation Service works through five departments: - A Boys' and Men's Department, a Special Activities Department, a Music Department and a Drama Department, which includes a Costume Department.



In appraising the activities of these departments as reported in the 1947 Annual Report of the agency, one is impressed with the variety of activities in which the different staff members participated throughout the year. Measured, however, in terms of what may be considered vital contributions to the development of play and recreation which might justify the existence of a separate agency, they are not impressive.

Of the 19 activities listed in the report of the Boys' and Men's Division for 1947, only 3 could really be classified as demonstration projects, 8 were concerned with the conduct of sports championships or events in no sense demonstration projects, 6 were concerned with meetings or events of organizations such as Boys Workers Conference, and 2 were concerned with institutes and program assistance.

The Special Activities Department was largely concerned with the conducting of institutes, consultation service, speaking assignments, bulletin service, demonstrations and attendance at meetings and conferences.

The Music Department was largely concerned with providing song leaders at various meetings and banquets and with teacher-training institutes. A record library was also maintained and quite generally used.

The Drama Department apparently did more actual demonstration work than did any of the other Departments. Its puppet theatre was popular as a demonstration program with some 22 agencies, as were its one period drama training sessions.

One of the special services Community Recreation Service has given for many years is the provision of secretarial service to the Boys Workers and Girls Workers Organizations. These organizations are worthy organizations and their meetings for the purpose of discussing common problems, methods, etc., are important. This type of service logically falls within the scope of the division of the Greater Boston Community Council concerned with recreation and group work.

The Drama Department with its costume service is giving valuable service.

For many years Community Recreation Service has sponsored and given support to the Community Sailing Association. In the year 1947 this support included a subsidy of \$2,252.24. This Association stimulates and promotes interest and participation in sailing, largely on the Charles River.

A boat house, built by the Metropolitan District Commission and known as the Lagoon Building, is the center for varied activities of this agency. Control of this building is in the hands of Community Recreation Service as Agent for the Metropolitan District Commission.

Inasmuch as this sailing program is centered and operates on public property, the Survey staff is strongly of the opinion that responsibility for sponsoring and stimulating interest in this program should be vested in the Boston Park Department. However, there is a long history connected with the organization and operation of this program, with definite opinions on the part of many interested people as to where and how it should be operated. Involved as more or less the central figure in this controversy is one of the present Park Commissioners, who was particularly active in getting the original sailing program started and who has been particularly critical of its operations under the sponsorship of Community Recreation Service. How much weight should be given to controversies of this kind in a Survey of this type, which is primarily concerned with a proper distribution of programs in accordance with accepted functional responsibilities, may be debatable. It is a fact, however, that the Boston Park Department is now sponsoring a sailing program of its own largely because of the interest in this kind of program by this same Park Commissioner.

Certainly the existence of two sailing programs appealing to the same basic interest and both centered in the use of public property is difficult to justify. This is particularly true when one is partially supported by a subsidy secured from voluntary contributions through a Community Fund appropriation and the other supported by Park Department appropriations.

Recommendation 29: Community Recreation Service, Inc. should cease to operate as a separate agency. Interminating its past valuable service in the advancement of recreation in the Greater Boston Area, it should take the following steps:

- (a) Support the Greater Boston Community Council as the social planning agency for the Greater Boston Area.
- (b) Transfer to the appropriate division of the Greater Boston Community Council the responsibility for sponsoring "In-Service Training Programs" for recreation and group workers.
- (c) Consolidate its Drama and Costume Departments with the Drama Department of the Elizabeth Peabody House; such combined Department to promote recreational dramatics throughout the Greater Boston Area.
- (d) Arrange, under the auspices of the proper Division of the Greater Boston Community Council, in cooperation with representatives of the Metropolitan District Commission and the Boston Park Commission, for the ultimate transfer of control of the Lagoon Building to the Boston Park Commission, as agent for the Metropolitan District Commission and for the ultimate transfer of the program of the Community Sailing Association to the Boston Park Commission.
- (e) Arrange, under auspices similar to those mentioned in (d), for the ultimate transfer of the program of the Community Sailing Association to the Boston Park Commission.
- (f) Transfer, through appropriate legal action, its capital funds to the Greater Boston Community Fund, for the use of the division of the Greater Boston Community Council concerned with play, recreation and group experience services, in the year-by-year promotion of such services throughout the Area, including aid in the financial support of "In-Service Training Programs" for the benefit of recreation and group experience workers in the Area.

Boston and South End Music Schools (1947: Boston Music School expenditures - \$24,111; Fund payment - \$7,655; South End Music School expenditures - \$26,828; Fund payment - \$9,800). Although these two schools are included with group work agencies, they do not logically fall in this category. They are specialized training schools in musical education but with an avocational emphasis and they really should



be studied as part of the institutionalized musical program of the City. Some data on the operations and programs of these schools were secured and on the basis of which the following recommendations are made.

Although these schools were originally established as neighborhood schools, neither of them can longer qualify on this basis. The South End Music School had an enrollment for 1946-47 of 561, of which only 18.9% came from the South End, and about 8% more from Lower Roxbury, Eighteen percent of this enrollment came from suburban communities. In the same year the Boston Music School had an enrollment of 369, with 16.5% coming from suburban communities and 38% from the West End where it is located. Of interest also is the fact that both schools draw from the same areas,

As mentioned above, the Fund payment in 1947 to the Boston Music School was \$7,655 and to the South End Music School, \$9,800. Thus the Fund subsidized the cost of each pupil's instruction in the amount of \$20.75 in the Boston Music School and \$17.47 in the South End Music School.

The intake policy of neither school is sufficient to determine what pupils can rightly be expected to pay all the cost of their instruction nor what percentage of the cost of instruction other pupils might rightly be expected to pay. The Boston Music School has a sliding scale of fees under which those pupils with greater means pay twice the basic hourly rate, while the South End Music School has a children's fee and an adult fee and more well-to-do children are expected to pay the adult fee.

Both of these schools are now well filled. The South End School has a reasonably good building but the Boston Music School has a very inadequate building. Neither school has sound-proof rooms nor adequate halls for recitals.

Recommendation 30: Prior to 1950 a definite plan for the Boston Music School and the South End Music School should be developed and made effective to place these operations on a self-supporting basis; such plan to include:

- (a) Possible consolidation of the Boston Music School and the South End Music School;

- (b) Establishment of a definite intake policy to determine the applicants for individual lessons who cannot pay full cost; utilizing the Social Service Index and a caseworker from a caseworking agency;
- (c) Use of Greater Boston Community Fund allotments, if any, only for participation in programs of recreational music, music appreciation hours, record libraries, etc., as a part of the program of the voluntary health and welfare agencies; with the definite understanding that Greater Boston Community Fund allotments for any other purpose shall not be made for periods after January 1, 1950;
- (d) Arrangement, under the auspices of the Division of the Greater Boston Community Council concerned with the development of programs of play, recreation and group experience, with the Department of Extended Use of Public Schools and the Public Buildings Department of the City of Boston, for the use without charge, or at minimum cost, of the auditoriums in the Blackstone School and the John J. Williams Municipal Building for recitals, concerts, musical hours, etc.

The All Newton Music School (1947 expenditures - \$21,590: Fund payment-  
\$5,541). This school, located in the business center of Newtonville, is a member of the National Guild of Community Music Schools and meets the standards of that Guild as to operation and curriculum. Formerly the Music School used several public school buildings. It now has its own building on which there is a small mortgage. The organization has a branch in the Peirce School, West Newton, where instruction is given on Tuesday and Thursday afternoons to one hundred children.

The present enrollment is 633 pupils, most of them from the various villages of Newton. There are a few from Waltham and other communities. The pupils seem to come from a fair cross-section of the population of Newton. For example, there are children from doctors' and professors' families, from laborers' families and from other groups.

Sixty-five, or approximately 10% of the enrollment, comprise what may be called the social service clientele. This group pays fees ranging from nothing to something less than \$2.00 an hour for individual lessons. A teacher goes to the Pomeroy House to instruct a group of children who pay 70¢ a half-hour.

Fifteen percent of the students pay \$2.50 an hour. This group pays its own way as far as the actual cost of lessons is concerned, since \$2.47 per student per hour covers all costs, including maintenance, instruction, interest on the mortgage, etc. The bulk of the students, or 75%, pay \$2.00 an hour. Eighty five dollars represents the average yearly cost for individual instruction. Orchestral instruction is free and the school at present has four orchestras.

Ability to pay is determined by personal interviews with the families.

The 1947 financial report of this School shows receipts of \$21,590 of which \$15,237 is from fees, \$812 from the sale of music supplies and a payment from the Newton Community Chest of \$5,541.

On the personal side there is close cooperation between the Public Schools and the Music School. The man in charge of music for the Public Schools is reported to recommend to students in the Public School music course that after two years they go to a private teacher or to the All Newton Music School.

The Director of Music says that the music work in the public schools is very good, but that it is primarily group instruction at 25¢ a lesson. There is some individual instruction at the rate of \$1.00 per half hour, which is the same rate as 75% of the pupils at the All Newton School pay.

The 65 pupils who are heavily subsidized represent 10% of the total school enrollment. They pay in somewhat less than \$1,500. for lessons, compared with a basic tuition cost of \$4,680. With 90% of the total enrollment coming from families able to pay from \$81.00 to \$100.00 per year for musical instruction, it appears that this school has reached a point where it can be put on an independent basis, without support from the Greater Boston Community Fund. It would seem that the 75% who have been paying \$2.00 an hour could pay, in these times, \$2.50 an hour. Those unable to do so could be absorbed in the public school music program or taken care of by scholarships arranged by the management of the school.



On a non-profit basis, the school could function as a straight educational institution and should have just as much success in recruiting students and teachers as it does now.

Recommendation 31: The All Newton Music School should be placed on a self-supporting basis, under a plan to be developed at once; with the definite understanding that Community Fund allotment shall not be made for periods after January 1, 1950.

The Children's Museum (1947 expenditures \$36,774: Fund payment \$7,868).

The Children's Museum is an educational and recreational agency offering widespread service throughout the Greater Boston Area. Its activities for the year 1946 show that it provided service to 168 classes that visited the museum with an attendance of 12,251. Of <sup>/these</sup> 7 classes 124 came from schools located <sup>/outside of</sup> Boston. In addition, the Museum staff visited 64 schools outside of Boston and 29 schools in Boston for the purpose of making talks with both handling material and slides from the Museum. The attendance in the classes visited was 18,962, making a total of 31,213 students served from the schools in the Area. In addition, 154 groups from voluntary agencies in the Area visited the Museum. Attendance from these groups was 7,261.

The Museum also conducts regular after school and summer clubs held at the Museum and participated in by public school students interested in specific subjects such as astronomy, minerals, birds, stamps, insects, art, etc. The 1946 attendance at this part of the program was 7,342 and an additional 17,028 participated in daily Museum games. The Museum's Saturday story hours for young children and its program for older children are also popular, having in 1946 an attendance of 12,260. All in all, it reports a yearly attendance from all of its activities for the year 1946 of 81,168.

The Museum also provides exhibits at its building which are periodically changed and include a variety of subjects, and it sends loan exhibits to schools throughout the Area. In 1946 a total of 273 of these exhibits on 86 different topics was available for this purpose and used continuously.

This agency's financial support comes largely through income from endowment, a yearly grant of \$20,000 from the Hyams Fund and a yearly grant of approximately \$8,000 from the Greater Boston Community Fund.

As previously indicated, the major service of this agency is provided to schools throughout the Area. In 1946, classes came from 64 different city and town school systems, mostly in the Greater Boston Area.

It is difficult to see any valid reason for this agency to receive financial support from the Greater Boston Community Fund. It should be placed upon the same basis as the Public Schools, the Public Library and the Public Parks. Its facilities and services are an important part of the floor of facilities and services which should be provided through tax-supported agencies. Interested private sources may wish to make gifts direct to the Children's Museum.

Recommendation 32: Community Fund allotments should not be made to the Children's Museum for periods after January 1, 1950, and thereafter that agency should be financed to the extent needed through tax funds or private gifts.

International Institute of Boston, Inc. (1947 expenditures - \$35,839: Fund payment - \$31,041). This agency is a multiple function agency, doing both casework and group work with the foreign born in Boston. It is difficult to segregate the group work part of this agency's program from its casework program, as the work is so interrelated that no accurate separate figures can be secured.

In the program sampling of January and February, 1948, this agency indicated a total of 43 different clubs participating regularly in its program. Twenty-seven of these clubs met once a month, 11 met twice a month, and 5 met weekly. The total enrollment for these clubs was 2,799, with a total average attendance of 1,330, approximately 50% of the enrollment.

One full-time activities person was employed to direct the group work program, assisted by several part-time workers. Total salaries and wages charged against this program for these two months amounted to \$1,337.49, while building operation

expenses charged against this program totaled \$1,130.54, including food and laundry expenses for the resident workers - a total for these two months of \$2,468.03.

The group work program of this agency is supplementary to, and justified only if it benefits, a needed casework service. Whether the Institute performs a needed casework service will be passed on in the Divisional Report on Voluntary Casework. From the point of view of the present Report, there is little need for a special agency to do recreational group work with foreign born. It is far better in practice to involve these groups in such a program in the neighborhoods or districts in which they regularly reside, and the neighborhood and district agencies should accept this responsibility.

Recommendation 33: The International Institute should discontinue its present recreation and group work program, and the Division of the Greater Boston Community Council concerned with the development of a community-wide program of play, recreation and group experience, should assist in the development of a new program based upon the following:

- (a) Aid individuals and groups seriously handicapped by virtue of language difficulties to become affiliated with recreation and group work programs in the areas and communities of Greater Boston in which these individuals and groups reside.
- (b) Aid the agencies directing these programs in understanding the needs of these individuals and groups and assist in the organization and direction of programs which meet these needs.

Wells Memorial Association (1947 expenditures - \$27,979: Fund payment \$14,000). This Association operates an educational and recreational center at 985 Washington Street. Its building is old and in very bad condition.

Its program is made up almost wholly of classes in informal education and recreation. During 1947 it conducted 117 classes, 90 of which were for women and 27 for men and women together. These classes met on an average of once a week and had an enrollment of 1253 in the 90 women's classes, with an average attendance of 1065, and an enrollment of 605 in classes for men and women with an average attendance of 514.



All those participating in the classes must take out a membership in the Wells Association, which costs \$1.00 per year, and in addition must pay a class fee varying from \$1.25 to \$4.00 per course, depending upon the course.

The annual budget for operating this Association in 1947 was \$24,441 of which approximately \$1,000 was from income from investments, \$4,260 from beneficiaries' fees, \$3,100 from hall rents, \$330 from designated gifts, and \$15,711 was requested from the Greater Boston Community Fund. The 1948 Fund allotment was \$14,000. This agency reported as of June 30, 1947, capital funds of \$33,109, of which \$32,109 are unrestricted.

This agency is one of the agencies located in the downtown section of Boston and operating a city-wide service. Its building is old and past the condition in which it can be economically repaired. It cannot continue to operate in this building much longer with safety. The nature of the program is such as to lend itself to easy consolidation with other agencies with similar purposes and program opportunities.

Recommendation 34: Wells Memorial Association should be consolidated with the Boston Y.M.C.U. (to be reconstituted under Recommendation 38) as promptly as the necessary arrangements can be completed; with the understanding that the Community Fund allotment will be materially reduced in accordance with (c) below. This consolidation should include the following.

- (a) The establishment of a Department of Informal Education and Recreation as one of the regular Departments of the consolidated agency, to be called the Wells Memorial Department.
- (b) This new Department should, in cooperation with the Division of Extended Use of Public Schools, work out a plan for using the Y.M.C.U. building as a downtown center for informal education and recreation classes meeting the needs of youth and adults who, because of their location in the downtown area, find it difficult to secure these opportunities elsewhere.
- (c) The Y.M.C.U. should annually request from the Community Fund a sufficient allotment to finance the operation of this new Department.
- (d) Arrangement for Board representation on the Board of the Y.M.C.U. from members of the Board of Wells Memorial and for the transfer, through appropriate legal action, of the capital funds of Wells Memorial to the Y.M.C.U., for the use of the Wells Memorial Department.

The Young Men's and Young Women's Christian Association and the Young

Men's Christian Union. The 1947 expenditures and Fund payments were as follows:

	<u>Expenditures</u>	<u>Fund Payment</u>
Boston YMCA	\$919,970	\$154,064
Boston YMCU	171,558	34,814
Boston YWCA	387,069	141,889
YM's in Metro. Area*	288,168	86,041
YW's in Metro. Area*	37,053	2,632

In the ~~previous consideration~~ of these agencies. (Part III, Pages 47-53) it was brought out that they have all assumed the role of community agencies and are community-wide in the outreach of their programs. Table 3, Page 50, shows the membership of these agencies in the Greater Boston Area of 38,002. This membership is related to 8 different operations of the Y.M.C.A. in the City of Boston, 7 Y.M.C.A operations in communities outside of the City of Boston, 2 operations of the Y.W.C.A. in the City of Boston, 2 Y.W.C.A.'s in the communities outside of Boston, the Y.M.C.U. in Boston and one joint operation of the Y.M. and Y.W.C.A. in Boston. Table 5, Page 51, shows that of the Y.M.C.A. operations in the City of Boston, only 2 are primarily working with individuals and groups 18 years of age and over. The balance of the operations are almost wholly concerned with children and youths 17 years of age and younger. The same is generally true with the suburban Y.M.C.A.'s, but not to such a great extent. However, 77.5% of the Y.W.C.A. memberships are 18 years of age and older (Table 4, Page 51) while 93.2% of the Y.M.C.U. members are in this age group. To a large extent, therefore, in its effort to develop a community-wide program, the Y.M.C.A. has centered on a program for children and youth while the Y.W.C.A. and the Y.M.C.U. have centered their programs on older youth and young adults. The latter represents the more acceptable pattern for all these agencies even though services to younger boys and girls should not be totally disregarded.

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\*Including YM's in Cambridge, Chelsea, Malden, Melrose, Newton, Somerville, Wakefield, and Woburn; and the YW's in Cambridge and Malden. The figures are for 1946 since the 1947 financial data have not yet been received for all agencies.

From a study of the total situation, it is quite apparent that one of the reasons the Y.M.C.A. is so engaged with the younger age groups is the inadequacy of other programs meeting the day-by-day needs for play and recreation of this age.

Recommendation 35: (a) The Boston Y.M.C.A., through its several branches, should join with other agencies in the cooperative development of a comprehensive play, recreation and group experience program in each Health and Welfare Area. Such program should include the use of the facilities operated by the tax-supported agencies in each such Area. The suburban Y.M.C.A.'s should undertake similar action in the respective areas which they serve.

(b) The Y.M.C.A.'s, Boston and suburban, should develop their programs for older youth and young adults.

The Greenwood Youth Center, operated jointly by the Boston Y.M. and Y.W.C.A., is an excellent approach to a cooperative youth program appealing to both sexes. This type of development should be promoted and expanded in cooperation with other agencies. There is great need in Boston and throughout the Greater Boston Area for an expanded program of play, recreation and group experience opportunities for girls and young women as well as for aged women. The Y.W.C.A., because of its knowledge and skill in working with girls and young women, should be one of the first community agencies to extend its services to these groups.

\*Recommendation 37: The Y.W.C.A. should join with other agencies in the cooperative development of programs appealing to the interests of girls, young women, and aged women. Meetings and activities for these groups can be centered in area facilities, including tax-supported.

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\* There is no recommendation 36.



The Y.M.C.U. is operating in a building which is excellently located to give service to the downtown section of the City. The building, however, is old and not worth the expense of remodelling and repair to make it a modern building meeting the needs of this area.

The Y.M.C.A. has no downtown location to give service to its constituents in this area. It is operating a Chinese Branch at the edge of the area which is of doubtful value due largely to inadequate facilities.

The Berkeley Street Residence of the Y.W.C.A., a residence for employed women, is old and past repair. Plans for a new building to replace this building have been considered and approval has been requested for a capital fund drive to raise \$1,000,000. for this purpose.

As has been previously pointed out, the last war has taught the value of cooperative service between national agencies and demonstrated the desirability and practicability of several of these agencies working cooperatively in one central facility.

There is every reason why Boston should continue its splendid record of pioneering in community service. The Boston Y.M.C.U. has from its beginning stood for the "union of all sects and parties" for the practical cultivation of "love of God and man". The Y.W.C.A. is community minded in all its efforts and proceeds in all its actions in keeping with sound principles of community planning. Similarly, the Y.M.C.A. joins in this practice and the present Executive Director of the Y.M.C.A. in Boston served as the Director of Field Operations for the U.S.O. through its entire war effort and aided the development and direction of its joint cooperative efforts. These agencies are now confronted with an opportunity to symbolize the unity in service for which the war-torn world waits and thus make history.

Recommendation 38: (a) The present Y.M.C.U. building should be replaced by a new building functionally designed to serve as a downtown Community Center, to be located at or near the present site of the Y.M.C.U. and should be equipped to carry on, under united auspices, a varied program of education, recreation, and group experience for all ages and both sexes, and at the same time, to provide in a separate wing of the building modern rooming accommodations for young women to replace the present Berkeley Street Residence of the Y.W.C.A.

(b) The control of this operation should be vested in a new Board of Directors, to be representative of the interests of the Y.M.C.U., the Wells Memorial Association (See Recommendation 59, page 148), and at least three citizens not now connected with any of these agencies.

(c) Appropriate provision should be made for the use of the financial resources of the agencies involved in the construction and operation of this new Community Center.

(d) When this new Community Center becomes available, the Chinese Branch of the Y.M.C.A. and the Berkeley Street Residence of the Y.W.C.A. should be discontinued.

Efforts should be directed to have the Boston Park Commission develop a portion of that part of the Boston Common set aside for active play and sports into an activity area to be made available as an outdoor sports and games area for the members of this downtown Community Center.

Such a downtown Community Center, with a building housing a rich and varied program and with a sports and activity area readily accessible to it, would be a vast contribution to the recreational needs of Boston and would represent an efficient, economical unit for cooperative effort on the part of the agencies concerned.

Many of the Y.M.C.A. buildings in the Greater Boston Area are old and will soon need to be replaced. Their programs will also need adjustment and expansion in terms of the principles set forth in this report. The same is generally true of the Y.W.C.A.'s located in the Area. It seems essential, therefore, that some coordinated counsel and planning should be made continuous between the various Associations.

Recommendation 39: Without the loss of corporate identity or the modification of other relationships, the Y.M.C.A.'s of Greater Boston and the Y.W.C.A.'s of Greater Boston should each form an affiliation for central planning and counsel, not only in regard to building plans and program modification and extension, but also for the regular sharing of common problems and for mutual reinforcements.



The Catholic Youth Organization. The Catholic Youth Organization in

Boston was organized in 1938 to coordinate all leisure time youth activities which had been promoted in the Archdiocese for many years and to augment the work of parishes where it was weak in providing adequate programs for youth.

The primary purpose of the C. Y. O. program is to enrich and deepen the spiritual life of boys and girls, young men and young women and to advance their temporal interests. The objective of the program is positive, not negative. It is basically a religious movement and aims to reach all Catholic young people of the Diocese, in particular the thousands of Catholic boys and girls who are not enrolled in any parish organization or who do not attend Catholic schools. At the same time, the C. Y. O. strengthens and develops existing organizations in every parish. It supplements but does not supplant other desirable and wholesome activities. Specifically, it is a coordinating agency for promoting Catholic solidarity in the parish, in the community and in the Diocese.

In considering the C. Y. O., it is important to remember that the parish is the basic unit, and hence organization emphasis is placed upon each parish pastor. In this way, the program is neighborhood-centered even though the Diocese maintains a central organization to promote and strengthen the program in each parish.

Throughout the organization, emphasis is placed upon the need for qualified leadership. One of the basic principles set forth to guide the development of the program states: "The success of any youth movement depends primarily upon well-qualified and trained leaders. One reason why character-training organizations that have been built up have tumbled down again is the lack of good leadership."

Each parish has a C.Y.O. director, usually the pastor or one of the assistant pastors, an advisory committee whose members are men and women of the parish interested in developing youth activities, and certain program directors all appointed by the pastor or by the C.Y.O. director. The usual program directors are a cultural director, an athletic director and a social director.

Membership in the C.Y.O. is of three general types: - Junior (10-15 years of age), Intermediate (16-19 years of age) and Senior (20-25 years of age).

The C.Y.O. program in the Greater Boston Area is growing rapidly. It now has a membership of 31,556 in Greater Boston and 26,442 in Municipal Boston (Table 3, Page 50). In Municipal Boston there are 38 parishes with active C.Y.O. programs, located in every Health and Welfare Area except North End and West End.

Quite obviously, a program of the purpose and scope of the C.Y.O. in Boston is an important part of the community's program of play, recreation and group experience, and should be so considered in any effort to plan for a coordinated, community-wide program of these services. Unfortunately, these programs have been largely developed to date with little consideration of other agency programs with the exception of the program of the Department of Extended Use of Public Schools. Between these two programs considerable cooperative planning exists.

Recommendation 40: The C.Y.O. should cooperate in jointly planned programs with all agencies operating in each Health and Welfare Area and their representatives should become active participants therein.

Associated Jewish Philanthropies, Group<sup>/ Work</sup> Services (1946\* total expenditures for the YMHA's, YWHA's and Community Centers in Greater Boston affiliated with the New England Section Jewish Welfare Board - \$174,821: Associated Jewish Philanthropies payment to these agencies - \$104,298.) A Federation of Y.M.H.A.'s, Y.W.H.A.'s and Jewish Community Centers, these agencies are active throughout the Greater Boston Area. Included in this Federation are the Young Men's Hebrew Association of Boston, the Young Men's Hebrew Association of Chelsea, and 8 Jewish Community Centers in 8 different communities in the Area (including Hecht House, in Dorchester and the Jewish Community Center in Brookline).

According to the "Boston Jewish Population Count," by S. C. Kohs, the Jewish population in the Greater Boston Area, as of June 1, 1935, was 133,000, predominantly a young-adult and middle-aged group. Sixty percent of this population, or 79,800, was in Municipal Boston (57,600 residing in the Dorchester and Roxbury areas): The balance of this population was largely resident in nine communities closely adjacent to Boston.

\*1947 figures not yet compiled.

As pointed out on Page 48, the Jewish Welfare Board follows the policy of having the organizations affiliated with it serve as community organizations with programs serving all groups and both sexes. They are in essence neighborhood organizations.

Here again, particularly in those Health and Welfare Areas of Boston and the communities in the Greater Boston Area with a large percentage of Jewish population, the programs directed by the agencies affiliated with the Jewish Welfare Board are important parts of the total community program and should be so considered. The leaders of these programs are well qualified and cooperative.

Recommendation 41: The federated Jewish group work agencies should participate and give leadership in the development of a jointly planned and coordinated program of play, recreation and group experience in each Health and Welfare Area and in each community in which they are operating.

Miscellaneous Community-Wide Building-Centered Agencies.

In several of the small communities in the Greater Boston Area, are small but effective agencies organizing and directing some phase of their communities' program of play, recreation and group experience - viz., Dedham Community Association, Cohasset Community Center, Cunningham Foundation (Milton), Davis Bates Clapp Memorial Association (Weymouth), Canton Youth Committee, and the Wayland Junior Town House.\* All of these agencies are important and their programs should be considered and planned as integral parts of the total programs of the respective communities.

The Dedham Community Association, however, calls for different treatment. (1947 expenditures - \$7,511; Fund payment - \$6,000) is of long standing and operates a Community House and large playground and play-field. In the summer time it also operates a swimming beach on the Charles River. The property is a large park-like area located in the center of Dedham. The Community House is a large, old residence used throughout the year for play, recreation and community activities. A full-time director is in charge of the program and is assisted by certain part-time leaders.

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\* For latest available budget and Fund allotment figures, see page 120



1948

<u>Fund Agencies</u>	<u>Budget</u>	<u>Fund Allotment</u>
Cohasset Community Center	\$6,005	\$2,800
Canton Youth Committee	3,666	2,400
Wayland Jr. Town House	4,608 <sup>a</sup>	1,184
	<u>\$13,279</u>	<u>\$6,384</u>

<u>Non-Fund Agencies</u>	<u>1946 Expenditures</u>
Cunningham Foundation	\$35,249
Davis Bates Clapp Memorial Association	9,628

a) For fiscal year ending July 31, 1947

Annual receipts from the use of the house, memberships, etc. total approximately \$800. per year. The value of the land and buildings is \$40,500. as stated by the Association, with a mortgage of \$6,475. The Association has no capital or unrestricted funds. When it was founded in 1922, the Association was the only recreation agency of consequence in the community; hence it was necessary for it to provide the total program of play, recreation and community activities including a floor of facilities.

As has been stated, the extensive property of the Association consists of a community house, playground, sports area and swimming beach. Generally, such facilities are provided and maintained out of tax monies. Voluntary funds should not be used indefinitely to support this type of facility.

The Town of Dedham now has a Recreation Committee with a Director of Recreation. This Committee operates 5 summer playgrounds and a swimming beach. Its budget for 1947 was \$4,372.

Recommendation 42: The appropriate Division of Greater Boston Community Council in cooperation with representatives of the Dedham Community Association, the Town officials and the Recreation Committee should develop a plan to transfer to the Town of Dedham the property of the Dedham Community Association for the operation as a community and recreation center. Community Fund allotments should not be made for periods after December 31, 1950, to this agency.

Neighborhood Building-Centered Agencies.

Included in this group of agencies are Neighborhood Houses and Settlements, Boys' Clubs, Girls' Clubs, the Children's Art Centre and the Neighborhood Department of the Children's Aid Association.

Neighborhood Houses and settlements. In the previous consideration of these agencies, some indication was given of the change in conditions affecting the

(continued on page 121)

role of neighborhood houses and settlements. Consideration was given also to some of the major adjustments they should make in order to take their part in the development and operation of a coordinated community-wide program of play, recreation and group experience. (Part III, pp. 53-57). The following suggestions and recommendations should aid in activating these adjustments.

Certain broad adjustments which affect the operation of all neighborhood houses and settlements generally are first presented.

In attempting to divorce themselves from program functions which they have pioneered and demonstrated, and which are now accepted as a tax-supported or specialized agency function, it is not enough for a neighborhood house or a settlement house to decide that these other agencies are not adequately performing their function. This decision should rightly rest with a broader constituency. It is the responsibility of neighborhood houses and settlements to contribute to the public's understanding of any inadequacies in the tax-supported and specialized agency programs, and to enlist the public's support to this end. This is in keeping with the traditional purpose of neighborhood houses and settlements.

Local conditions control to some extent the programs that these agencies should discontinue. There is little question, however, about some programs. Certainly library service for the public in connection with neighborhood houses and settlements in the Greater Boston Area should no longer be financed by voluntary contributions. Informal reading rooms are necessary and acceptable. Similarly, provision of casework services should no longer be supported by the funds of neighborhood houses and settlements. Clinics and nursing services are in the same category.

Recommendation 43: Neighborhood houses and settlements should discontinue the operation of clinics and extensive libraries for the use of the general public, as well as casework and nursing services; and should aid in having needs for these services, in the areas in which they are located, met by the proper tax-supported or specialized agencies established to provide such services.

Many of the neighborhood houses and settlements in Boston are now operating nursery schools or day-care centers for small children. These programs, if



properly conducted, require adequate rooms and space with proper heat, light and ventilation. They are specialized programs for children of an age range which is now accepted as being of the utmost importance for emotional and personality development. Accordingly, they require people in charge of them who have specialized training for this work. In all probability the time will come when these programs, like the kindergarten program of the past, are accepted as a part of the regular school program. In the meantime, it is exceedingly difficult for neighborhood houses and settlements, with their old buildings and inadequate budgets, to house and conduct these programs properly. Some better arrangement should be made to carry forward these programs, which are important in many parts of the City.

Recommendation 44: The Greater Boston Community Council, in cooperation with interested parties, should initiate and carry through to completion the organization of a Day Care Association responsible for organizing and operating day care programs, with an intake policy based on sound casework standards, in the parts of the City where these programs are needed. This Association's plan of operation should include:

- (a) Receipt of allotments from the Greater Boston Community Fund, based on demonstrable needs and not in excess of the present total allotments made to voluntary agencies for the operation of such programs; allotments for this purpose to agencies other than the Day Care Association should be discontinued.
- (b) Employment of a qualified Director of Day Care Centers and the necessary staff.
- (c) Arrangement, with the Boston School Department, for the use of space in elementary schools, well located to meet the needs of this program in the needy areas of the City; such space to be without charge to the Association.
- (d) Arrangement with voluntary agencies, when tax-supported facilities are not available, for the use of their facilities suited to the needs of these programs, without charge to the Association; the agencies to control these facilities.

Traditionally, settlement houses have maintained living quarters for staff in the settlement program. This policy was established in keeping with the original purpose of the settlement. While it may be argued, with some force, that

residing in the area in which one works aids in becoming identified with the people of the area, modern conditions are such that the continuation of this policy has limited value. The original policy was particularly applicable to the headworkers, as they represented the very core of the settlement house program. Many Boston settlements no longer adhere to this policy and their residential quarters are largely used by students who work on a part-time basis in the settlement program. The value of the latter practice is certainly open to question, inasmuch as the identification of such part-time workers with the program is limited in time.

Recommendation 45: Settlement houses should discontinue the policy of providing living quarters for their staff, except in those instances where the head worker or a full-time member of the staff has maintained residence over a period of years, or except where a clear financial advantage to the agency is demonstrable.

Direct service to people living in the area served by neighborhood houses and settlements is a traditional function of these agencies. As both tax-supported and specialized agencies are established to carry certain functions which may have become a part of neighborhood house and settlement programs, care must be exercised to see that the necessary adjustments are made in these programs, shifting to these new agencies their proper responsibilities.

Basically, neighborhood houses and settlements should be interpretation and referral centers for all such specialized agencies and for the people residing in the area in which they are located. In addition, they should be sources of general information about community resources, the proper channels to use in securing help on all kinds of problems, service to indigenous groups from gangs to citizens' associations, etc. Service to people, therefore, should still remain the basic function of these agencies.

Historically, these agencies have served small geographic areas and have been primarily concerned with the development of neighborliness and understanding among the people residing in these areas. The need for neighborliness and understanding among people today is as great as it has ever been. But boundaries mean less, horizons are broader, and interests tend to be not merely community-wide but world-



wide. It is essential, therefore, that neighborliness and understanding be developed accordingly, as all people share in the responsibility for conditions in the wider community.

In projecting a role for the neighborhood houses and settlements in the Greater Boston Area, which is in keeping with the wider community idea, these agencies should think in terms of providing their service to larger geographic areas. In Municipal Boston the Health and Welfare Areas are the geographic areas with which they should properly concern themselves.

Neighborhood houses and settlements have from the beginning been agents for familiarizing the people residing in the area they serve, largely foreign born or of foreign extraction, with the rights and responsibilities of citizenship in our democratic society. In turn, because of their day-by-day contact with these people, they were responsible for interpreting their needs and problems to the established community. These agencies have been, therefore, mediums for individual and community interpretation of the democratic way of life in America. Even though immigrants no longer come to the cities of America in as large numbers as in the past, there is still a great and vital need for continuing programs which have as their fundamental purpose the interpretation of the rights and privileges of democratic citizenship.

American cities today are in great need of a dynamic program directed toward their improvement and a better understanding by the people generally of the complex problems to be solved if these cities are to move steadily forward along the road of sound progress. Boston is certainly no exception. An agency in each Health and Welfare Area of the city which accepts as one of its primary functions the organization and direction of such a program would be well worth its cost. Such a program, however, cannot be a casual and opportunistic one. It must be well planned, thoroughly organized and ably directed. It must be comprehensive in scope, bringing together representatives of the various forces in the community for fair and honest discussion of community requirements and problems. It must be a program for adult participation



and geared to the understanding of the people. Neighborhood houses and settlements are admirably suited to develop such a program.

In doing so, neighborhood houses and settlements should use the School Centers in each area and obtain the cooperation of all agencies in the area. The work should be a regular part of the Community Center program; it should be organized and directed in the School Centers, and seasonal programs should be worked out and scheduled in advance. These programs should offer opportunity for forum discussions, for talks, and for presenting in many ways matters of vital interest to the civic life of the area and the City. Representatives of tax-supported and voluntary agencies, interested citizens and leaders from all fields, should participate in these meetings for the purpose of objective presentation and discussion.

Recommendation 46: Neighborhood houses and settlements should consider as one of their primary responsibilities in program development for the area in which they are located, the organization and direction, in cooperation with all agencies in the area and as a part of the Community Center program of each School Center, of an adult discussion program to focus upon vital civic responsibilities and problems.

Many of the neighborhood houses and settlements in Boston own and operate their own playgrounds. In some instances, they operate playgrounds for the general public. Similarly, many of them, if not all, organize and direct sports and athletic programs for groups and teams whose members reside in the area in which the agency is located. As has been pointed out, the provision of playgrounds and the organization and direction of play and sports programs is primarily the responsibility of tax-supported agencies. Although the playground program currently provided by the tax-supported agencies of Boston may be considered inadequate, no intelligent approach can be made to correct this condition if each agency decides its own course of action without consideration of the total program in the area. The same is true of athletics, sports and community center programs. Neighborhood houses and settlements, therefore, should become primarily agents of coordination for these programs. Temporarily, for the length of the transition period, they will doubtless be required to continue some

responsibility for an activities program, but their effort should always be directed to free themselves from such responsibility as quickly as the proper agencies can be strengthened to undertake such responsibility.

Recommendation 47: Each neighborhood house and settlement should join forces with all agencies, tax-supported and voluntary, operating in the Area in which it is located, and give leadership to the development and operation of a seasonal playground, play field and Community Center program for such Area. This program should be based upon the following:

- (a) The basic purpose should be to use the total resources available in the Area, efficiently and economically.
- (b) In so far as is now practicable, the tax-supported agencies should provide all playground and play field service. These agencies should be urged and aided to secure the necessary appropriations for this purpose.
- (c) Tax-supported gymnasiums should be used for the athletic and sports program of the Area and at least one such gymnasium in each Area should be set aside as an Athletic Center for this purpose and its use regularly scheduled.
- (d) All efforts should be focused on developing, in each School Center in the Area, a complete Community Center program organized and directed to provide a broad program of recreation and group experience opportunities for youth and adults, including the aged. Programs appealing to the family as a unit should also be a part of this Community Center program.
- (e) The staff of the voluntary agencies should be used in the operation of these programs.
- (f) The facilities of the neighborhood houses and settlements should thus be made available for informal use.

To be the center and promoter of neighborliness, a neighborhood house or settlement needs a physical base of operation. The issue is not one of either/or; the question is what kind of physical facilities are essential. During the last 25 years, it has been more and more taken for granted that the settlement should provide all the physical facilities for almost all of its activities. That was justified as long as no other facilities were available. That situation has changed and continues to change, especially with regard to recreational facilities, because of the growth



of specialized recreation agencies and, most of all, because of the establishment of public recreational facilities and the opening of school buildings for such usage.

The provision of gymnasiums, swimming pools, large auditoriums and playgrounds for the community at large is accepted as a responsibility of tax-supported agencies. Settlements should not duplicate such existing public facilities but, where they do not exist, should work for their establishment by public agencies. For informal interest groups needing special equipment like shops and home economic classes, the use of well equipped school facilities is in most cases as effective and far more economical, measured by efficient use of the community's resources.

Many of the Boston neighborhood houses and settlements have large and commodious buildings with numerous types of meeting and activity rooms. Some are old and in a bad state of repair. While some of these buildings should continue to be used, at least temporarily, their cost of operation and maintenance generally exceeds their worth to the community program. To perform their proper function the essential requirement is a small facility, inviting and attractive for informal gatherings and meetings, for casual use by individuals and groups, and as a Center for community education and guidance. It should be more of a residential type than an institution.

Recommendation 48: Neighborhood houses and settlements should hold in abeyance any plans for remodelling, new construction or removal to different buildings; until such time as a Master Plan of Play, Recreation and Group Experience Facilities has been developed for the City. (See Recommendation 28, pg. 100).

In keeping with the changes experienced in neighborhood house and settlement programs through the years, the staff has also undergone changes. Originally the headworkers and staff were primarily students of social conditions, while at the present there is a heavy predominance of activity leaders in keeping with their current program. As these agencies move into a pattern of operation more in keeping with present day needs, the qualifications and training of the staff should also undergo changes. The great need is for people trained in community organization and education who can effectively guide the program of these agencies through their trans-



ition period. A large staff should not be necessary. Sufficient would be a qualified headworker with one or two assistants also qualified for the work to be done. These workers should be people who understand individual and group behavior, who know and can use the processes of democratic community organization and education; who have knowledge of and skill to use democratic group processes for democratic group action, and a knowledge and understanding of the problems of modern community life. Also, they should be warm and friendly, with a genuine liking for people and the ability to understand them and enlist their active support as voluntary leaders in the program of community betterment and neighborliness. Program skills in the sense of ability to conduct and direct specific activities such as sports, crafts, games, etc. should be little required as the transition from the present to the new program is realized.

Personnel practices should be of the best. Qualified staff can only be secured and maintained in these times when good personnel practices prevail. Benevolent paternalism of the past will not do today. Job specifications and analyses, good supervision, regular hours of work, opportunities for advancement, vacation, sick leave and adequate remuneration are essential.

Recommendation 49: Neighborhood houses and settlements, in keeping with the transition from a program of activities to a program of community education, as recommended in this report, should seek headworkers and staff qualified to conduct the new program, and should develop up-to-date codes of personnel practices.

In the whole program of community organization there is need for an agency in each Health and Welfare Area which develops citizen responsibility for agency operations and community planning. Membership of the Boards of neighborhood houses and settlements has traditionally been secured from people living outside the area - prominent and interested citizens who share a concern for the improvement of the areas in which these agencies are located. There is need, however, for the people served by these agencies to have a voice in interpreting their own needs and in determining the program organized and directed toward meeting such needs. Similarly, these

people should have some voice in determining policies and procedures which control over-all community planning. This participation can be secured through their election to membership of the Boards of the neighborhood houses and settlements. In addition, each neighborhood house and settlement should have an adult Advisory Committee which meets regularly with the headworkers of these agencies to discuss area needs and programs as they see them as residents of the area. Members of these Advisory Committees might well develop into valuable members of the Boards of the Funds and the Council.

Recommendation 50: Each neighborhood house or settlement should accept as one of its responsibilities the provision of opportunities for adult citizens resident in the area in which the agency is located, to participate in policy-making discussions affecting the program in such area. These opportunities should be provided either through membership on the Board of the neighborhood house or settlement; or through service on such agency's Advisory Committee.

Recommendations 43-50 sets forth a program which in its orderly carrying out will largely divest neighborhood houses and settlements of responsibility for the operation of large buildings, including living quarters for staff; for the operation of libraries and clinics and the provision of casework and nursing services; and for the operation of nursery schools and day care centers. These recommendations chart the outline of this new program on the basis of serving larger geographic areas, such as the Health and Welfare Areas in Boston. In these Areas, neighborhood houses and settlements become agents of coordination for programs of play, recreation and group experience for children and youth; organizers of an adult discussion program centered on civic responsibilities and problems as a part of the Community Center program to be conducted in School Centers; providers of opportunities for citizen participation in the development of programs in the Area; and sources of information and referral to the people residing in the area in which they are located. They employ an activities staff, to aid in programs of play, recreation and group experience for children and youth, until such activities can be fully carried by the proper agencies.

It must be recognized by all that the transition from the old role to the new role must be the result of evolutionary developments and accordingly will take



time. Similarly, changing conditions will doubtless necessitate some changes in the role as set forward. The sole attempt of this report is to preserve as much of the traditional function of neighborhood houses and settlements as is consistent with the conditions of the day.

#### Partial Dissent by Executive Committee

The Executive Committee held on January 24, 1949, a duly called meeting further to consider the report of the Recreation and Group Work Division.

A quorum of the members was present. By a majority vote of the whole number of the Executive Committee (there being no votes in the negative and no persons present being recorded as not voting), the Executive Committee partially dissented in writing from that part of the Report outlining the "new role of the settlement and neighborhood houses" (pp. 53-57, 120-129).

#### Reasons for Partial Dissent

1. The Executive Committee is deeply concerned with the number, location, character of services, and annual expenditures of the recreational and group work agencies in Boston. Without delay, action should be taken in general conformity with the Survey recommendations as to settlement and neighborhood houses, as modified by this statement. Plans for such future action should be cooperatively developed in conferences by representatives of the affected agencies acting under the auspices of the appropriate Division of the Greater Boston Community Council; and such joint plans should be carried into effect in 1949 to the maximum extent possible.

2. The Executive Committee supports certain basic principles set forth in the Recreation and Group Work Division Report.

a. Settlement and neighborhood houses in each Health and Welfare Area should be merged and consolidated. (Recommendations No. 51, No. 52 (as modified), No. 53, No. 54, and No. 55). Such integration should produce fewer and stronger units capable of more effective planning and service, eliminate duplication and overlapping, result in economies.

b. Settlement and neighborhood houses, and other agencies, should transfer their day care programs to a Day Care Organization. (Recommendation No. 44. See Day Care Services for Children, Voluntary Casework Division Report).

c. Settlement and neighborhood houses, Boys' Clubs, and Girls' Clubs, should discontinue the operation of extensive libraries, clinics, casework and nursing services, referring persons to the proper tax-supported or specialized agencies. (Recommendations No. 43, 58, 60.) An agency is not entitled to general public support through the Community Fund for services which overlap or duplicate, on the ground of convenience.



d. Settlement houses should restrict the living in of staff in conformity with Recommendation No. 45.

e. Settlement and neighborhood houses should not remodel existing facilities, build new facilities, or remove to different buildings, except as necessary to carry out the Survey Recommendations. (Recommendation 48.)

3. Should a settlement house concentrate in its small "neighborhood" or diffuse through a "Health and Welfare Area" embracing several "neighborhoods"? It is manifestly not an economic possibility to establish and operate out of voluntary funds a settlement house in each of the 63 "neighborhoods" recognized in Boston proper. The Executive Committee believes in moving from concentration toward diffusion, from "some" people to "more" people. Accordingly, there must be maximum utilization of tax-supported facilities, provided at great expenditure of public moneys, so as to spread the settlement-neighborhood programs more widely than is possible through use merely of facilities provided by voluntary funds.

4. The "new role of the settlement and neighborhood houses" as outlined in the Recreation and Group Work Divisional Report (especially pages 123-129), is a long-range objective. The Executive Committee believes such role to be a worthy objective to move towards. Obviously progress can be made more rapidly in some areas of the City than in others.

The Executive Committee does not, however, agree that settlement and neighborhood houses should now or in the foreseeable future altogether shed their activities programs. It believes that certain activities and programs are a potent medium for reaching families, attracting volunteers, and improving community standards, and have in and of themselves positive value which should not be sacrificed.

5. The Executive Committee desires explicitly to clarify the Survey's position as to the Catholic Youth Organization, the Jewish agencies, the Boys' Clubs, the Girls' Clubs, the YMCA, the YWCA, and the YMCU in the recreation and group work field. These agencies should continue their respective operations as integral parts of the total program offered to the citizens of Greater Boston, in each Health and Welfare Area and on a community-basis. There is no proposal to give leadership or control to any one voluntary agency in the recreation and group work field. The prudent proposal to make wider use of the tax-supported facilities does not imply or favor control by the taxing power, except in the traditional areas of schools, libraries, museums, parks, playgrounds, etc.

But the Executive Committee strongly believes that each of the above mentioned agencies has a responsibility to bear its fair share in working out sound plans for the benefit of everyone in the community and in carrying such plans into effect. When the public at large is asked to contribute to the support of voluntary agencies, it is entitled to have the cooperation and best judgment of all the agencies working within a given field. In a non-sectarian, non-partisan spirit and as equals, people of goodwill from all agencies should be glad to sit down together and work through the Community Council for the attainment of this objective.

In addition to the general recommendations applicable to all neighborhood houses and settlements in Greater Boston, certain specific recommendations are made with respect to the reorganization of these agencies in order that they may become more efficient, economical units in the total program. These accommodations are made with respect to each Health and Welfare Area of Boston. Four of the Health and Welfare Areas - South End, West End, North End and East Boston - are treated somewhat in more detail than are the other areas due to the concentration of neighborhood houses in them.

Tables 10, 11, and 12 show a breakdown of budgeted items for personnel only for the neighborhood houses and settlements and the Children's Art Centre which are Fund supported in the South End, and for similar Fund agencies in the combined North and West Ends and in East Boston. In addition, these tables show certain other financial data including the expenditure of the tax-supported agencies for School Centers and Municipal Gymnasiums, and in the case of East Boston the 1946 expenditures for the East Boston Social Centers. The population of the Areas as of the 1940 U. S. Census is also shown.

Table 10

SELECTED FINANCIAL DATA ON RECREATION PROGRAM OF THE SOUTH END  
(Population 52,442 with 4,957 age 7-16, U. S. Census, 1940)

A. Total Budgets, Allotments Requested and Allotments Received from the Greater Boston Community Fund. Other Receipts, and Capital Funds of Seven Fund Agencies, 1948

Agency	Total Budget	Requested Fund Allotment	Other Receipts	Capital Funds	Fund Allotment
Totals	\$213,701	\$127,372	\$86,329	\$676,973	\$103,200
Ellis Memorial	39,856	31,036	8,820	31,192	29,110
Lincoln House	50,845	15,195	35,650	367,452	8,640
Hale House	20,330	15,580	4,750	76,006	10,300
South End House	75,675	41,675	34,000	199,288	35,375
Harriet Tubman House	21,680	18,796	2,884	303	14,975
Children's Art Centre	5,315	5,090	225	2,732	4,800

B. Salary Budgets by Type of Personnel for Seven Fund Agencies, 1948

Agency	Total	Adminis- trative	Clerical	Program Heads	Activity Leaders	Visitors
Totals	\$98,518	\$23,550	\$10,243	\$36,355	\$27,037	\$1,333
Ellis Memorial	18,698	4,500	2,440	7,900	3,525	333
Lincoln House	22,375	2,925	1,890	10,015	7,545	-
Hale House	10,630	4,125	300	3,280	2,925	-
South End House	33,425	6,000	5,613	11,260	9,552	1,000
Harriet Tubman House	9,590	3,000	-	3,900	2,690	-
Children's Art Centre	3,800	3,000	-	-	800	-

C. Suggested Salary Budget and Indicated Savings for Community Fund Supported Recreation Program

Personnel	Salary Budget
1 Headworker	\$7,500
3 Secretaries @ \$2,000	6,000
1 Bookkeeper	2,700
6 Heads of Programs	21,600
12 Activity Leaders	30,000
15 Part-time Leaders	12,000
Suggested Salary Budget Total	\$79,800
1948 Salary Budget	98,518
Indicated Savings	18,718

D. Expenditures for School Centers and Municipal Gym Program, 1948

Agency	Total Budget
Total	\$26,657
School Center	5,014
Tyler Street Municipal Gym	7,343
Williams Municipal Gym	14,300

Note: In this Area there also operate other agencies - compare South End Boys' Club, C.Y.O., Morgan Memorial Children's Center, etc.



Table 10 shows that five neighborhood houses and settlements (South End House operates 3 facilities) and the Children's Art Centre in the South End had a budget of \$98,518 for 1948 for administrative, clerical and program personnel and received a Fund allotment of \$103,200. This allotment is only slightly more than the amount required for the above-mentioned personnel. Considering the total population in the Area, the personnel budget is approximately \$1.88 per capita and considering the 7-16 age group alone, which these agencies say is the dominant group in their membership, it represents approximately \$20.00 per capita. If this expenditure is projected as a basis for the cost of serving the 119,473 youth between the ages of 7-16 in the City of Boston by agencies of this type alone, it would require a yearly expenditure of \$2,389,460. for personnel.

Table 10 also shows that \$33,793, or approximately 34% of the total personnel expenditure, is required for administrative and clerical personnel. This is a high percentage. Quite obviously this is too expensive a structure to maintain for the partial service these agencies offer, and this is particularly true when it is considered that the bulk of the program is a play and recreation program for children and youth. Effort must be directed toward preserving the value of these agencies on some financial basis of operation which is in keeping with the service they should offer and the financial needs of the total program.

It has been previously indicated that neighborhood boundaries are no longer as meaningful as they once were. Emphasis has also been placed on the development of a total program for each Health and Welfare Area in the city which utilizes total resources efficiently and economically. The major problem in carrying this effort forward is leadership and direction. Accepting that the major responsibility for providing this leadership and direction rests with the Division of the Greater Boston Community Council concerned with the development of a community-wide coordinated plan of play, recreation and group experience, there must also be some direction and leadership in each Area. This report has also recommended that these agencies

shift their program emphasis from activities to the development of neighborliness primarily through a program of community education and action and indicated that a transition period would be necessary for this purpose.

Table 10 shows a suggested plan of staff organization for the South End. This plan is predicated on the consolidation of operations of five neighborhood houses and settlements in the South End, together with the Children's Art Centre. The consolidation of Wells Memorial with the Y.M.C.U. has previously been recommended. (See Recommendation 34, page 112). The plan calls for one headworker as the administrator of the combined operations. Assisting him are 3 secretaries and a bookkeeper, 6 heads of programs, 12 full-time activity leaders and 15 part-time activity leaders. This staff can be employed at salaries more commensurate with the requirements of the jobs than is now the practice and still show a saving of \$18,718 per year in personnel salaries alone. The program this staff would be able to direct, utilizing all available facilities, would far exceed the scope and reach of the present five independent programs. Two of the settlements in the area, Hale House and Lincoln House, are already in the process of consolidation, hence the pattern for the Area has been set.

Recommendation 51: The appropriate Division of the Greater Boston Community Council with representatives of Lincoln House, Hale House, South End House, Ellis Memorial, Harriet Tubman House and the Children's Art Centre, should develop a plan to effect the merger and consolidation of these six agencies in accordance with the following:

- (a) A qualified headworker should be employed as the headworker for the consolidated agency.
- (b) A single Board representing all interests should be organized as the Board for the consolidated agency.
- (c) The financial resources of all the affected agencies should be consolidated in so far as is possible. Their funds should be used for the work of the consolidated operations and legal action to this end should be sought if necessary. The Community Fund allotment for the consolidated operation should be reduced to conform to the total plan of this Recommendation, one aspect of which is the suggested salary budget in Table 10.

(d) A qualified staff should be selected in accordance with the general plan in Table 10 of this Report and employed as rapidly as possible.

(e) The appropriate Division of the Greater Boston Community Council should, in cooperation with representatives of the consolidated agency and of other voluntary and tax-supported agencies in the South End, plan a complete program for the Area in accordance with the recommendations of this report. (See pp. 121-130, especially Recommendation 47, p. 126).

(f) The buildings now operated by the affected agencies should be objectively appraised with respect to their present and potential use. Those buildings determined to be without value to the over-all program should be disposed of.

(g) The Children's Art Centre should be used as an Area Center for a program of recreational art which forms an integral part of the total Area program.

A glance at Table 11 will show the same kind of figures for the combined North and West Ends as have been considered with respect to the South End.

These two Areas have always been considered separate, but, considering their needs and the program operations in each, there is justification for establishing one combined operation for these two Areas.



The 1948 budget for administrative and clerical personnel in the three operations included in Table 11 is \$33,376 as against a total budget for personnel of \$77,361. The Fund allotment for these agencies is \$98,253. Also in the North End is Catherine Moore House, a settlement partially supported from a Fund allotment to the Catholic Charitable Bureau.

Included in this group is North Bennet Street Industrial School which is a combined settlement and trade school. The trade school, a diminished activity is now primarily self-supporting. In view of the trade school opportunities which have become available in the Boston Public School Department, the support of a private trade school in Boston no longer seems a responsibility of the Greater Boston Community Fund, regardless of the effectiveness of its program. About half the building of this agency is used for settlement work, including a nursery school and activities primarily for boys and girls.

West End House, a non-Fund agency, is also located in this Area. This is an old established agency which has been generously supported by the Storrow family and by its loyal alumni over a long period of years. Its program is almost altogether a Boys' Club program meeting the needs of boys and young men who are either now or have been residents of the Area. The alumni group, which is vitally interested in the agency's work, annually provides approximately \$9,000 of a total budget of \$14,000; the balance is secured from endowment funds. The agency's building is comparatively new, having been built in 1928, and is, therefore, quite modern and adequate for its purpose.

Table 11

SELECTED FINANCIAL DATA ON RECREATION PROGRAM IN NORTH AND WEST END AREAS  
(Population 46,976 with 7,013, aged 7-16, U. S. Census 1940)

A. Total Budgets, Allotments Requested and Allotments Received from the Greater Boston Community Fund, Other Receipts and Capital Funds of Three Fund Agencies, 1948.

Agency	Total Budget	Requested Fund Allotment	Other Receipts	Capital Funds	Fund Allotment
Totals	\$213,337	\$142,212	\$71,125	\$180,171	\$98,253
No. Bennet St. Ind. Sch.	103,333	65,683	37,650	122,565	47,458
No. End Union	42,339	25,564	16,775	-	16,565
Eliz. Peabody House	67,665	50,965	16,700	57,606	34,230

B. Salary Budgets by Type of Personnel for Three Fund Agencies, 1948

Agency	Total	Adminis- trative	Clerical	Program Heads	Activity Leaders	Visitors
Total	\$77,361	\$22,000	\$11,376	\$15,250	\$26,835	\$1,900
No. Bennet St. Ind. Sch.	38,741	11,750	8,046	7,200	11,745	-
No. End Union	16,967	6,750	1,560	3,000	5,657	-
Eliz. Peabody House	21,653	3,500	1,770	5,050	9,433	1,900

C. Suggested Salary Budget and Indicated Savings for Community Fund Supported Recreation Program

Personnel	Salary Budget
1 Headworker	\$ 7,500
2 Secretaries @ \$2,000	4,000
1 Bookkeeper	2,700
5 Heads of Programs	3,600
10 Activity Leaders	2,500
10 Part-time Leaders	800
Suggested Salary Budget Total	\$65,200
1948 Salary Budget	77,361
Indicated Savings	12,161

D. Expenditures for School Centers and Municipal Gym Program, 1948

Agency	Total Budget
Total	\$33,252
School Center (W. End)	3,812
School Center (N. End)	4,889
Municipal Gym (N. End)	24,551

Note: In this Area there also operate other agencies - compare, West End House, Catherine Moore House, C.Y.O., etc. - which are dealt with elsewhere.

\*Recommendation 52: The appropriate Division of the Greater Boston Community Council with representatives of Elizabeth Peabody House, North End Union, and North Bennet Street Industrial School should develop a plan to affect the merger and consolidation of these agencies in accordance with the following:

- (a) A qualified headworker should be employed as the headworker for the combined operations.
- (b) A single Board representing all interests should be organized as the Board for the consolidated agencies'.
- (c) The financial resources of all the affected agencies should be consolidated in so far as is possible. Their funds should be used for the work of the consolidated operations and legal action to this end should be sought if necessary. The Community Fund allotment for the consolidated operation should be reduced to conform to the total plan of this Recommendation, one aspect of which is the suggested salary budget in Table 11.
- (d) A qualified staff should be selected in accordance with the general plan in Table 11 of this Report and employed as rapidly as possible.
- (e) The appropriate Division of the Greater Boston Community Council should, in cooperation with representatives of the voluntary and tax-supported agencies operating in the North and West Ends plan a complete program for the Areas in accordance with the recommendations of this report. (See pages 121-127, especially Recommendation 47, page 126).
- (f) North End Union in the North End and Elizabeth Peabody House in the West End should become the main centers for the combined operations.
- (g) North Bennet Street Industrial School should discontinue its settlement program. The Greater Boston Community Fund should make no allotment in support of its trade school activities applicable to any period after 1949.
- (h) Effort should be directed to integrate the program of West End House. - a non-Fund agency, - with the new consolidated program.

Partial Dissent By Executive Committee

The Executive Committee held on January 24, 1949, a duly called meeting further to consider the Report of the Recreation and Group Work Division.



A quorum of the members was present. By a majority vote of the whole number of the Executive Committee (there being no votes in the negative and no persons present being recorded as not voting), the Executive Committee partially dissented in writing from Recommendation No. 52 (page 137). (See Statement of Policies, Part II, par. 3; Part III, par. 7).

#### Reasons for Partial Dissent

1. a. The Executive Committee supports the basic principle that settlement and neighborhood houses in each Health and Welfare Area should be merged and consolidated, as outlined in Recommendations No. 51 (South End), No. 53 (East Boston), No. 54 (Roxbury), and No. 55 (Dorchester).

b. Recommendation 52, however, suggests the development of plan for merging and consolidating into one agency certain settlement and neighborhood houses located in two Health and Welfare Areas (the North and West Ends). Despite the relatively small geographical size and the contiguity of these two Areas and certain population similarities, the Executive Committee does not believe that combined operations for the North and West Ends should be attempted or could reasonably be expected to succeed. Therefore, it believes that integrations conforming to the basic principle should be respectively carried on in each said Area.

2. With reference to North Bennet Street Industrial School, the Executive Committee agrees that its trade school activities should not be financed by voluntary charitable contributions raised from the public at large, but dissents from the recommendation that its settlement program be discontinued. To the contrary, the Executive Committee believes that North Bennet Street Industrial School should continue that program, but in conformity with the Executive Committee's views on the "new role of the settlement and neighborhood houses" (page 129a). As stated above, North Bennet Street Industrial School should seek to integrate with other like agencies in the North End conformably with the basic principle above referred to.

East Boston has 5 neighborhood house and settlement operations. Three of these are operated by the East Boston Social Centers Council - a non-Fund agency, - and supported by grants from the Hyams Fund. Two are operated by Fund agencies. Table 12 shows that the budget of the Fund agencies for 1948 was \$51,407 and that total expenditures for the three Centers of the non-Fund agency in 1946 were \$56,006, making an annual expenditure for these five operations of \$107,413, with \$11,220 being expended for administrative and clerical personnel by the two Fund agencies and a total Fund allotment for 1948 to these two agencies of \$27,400.

Table 12

SELECTED FINANCIAL DATA ON RECREATION PROGRAM IN EAST BOSTON  
(Population 56,928 with 11,581 aged 7-16, U. S. Census 1940)

A. Total Budgets, Allotments Requested and Allotments Received from the Greater Boston Community Fund, Other Receipts and Capital Funds of Two Fund Agencies, 1948

Agency	Total Budget	Requested Fund Allotment	Other Receipts	Capital Funds	Fund Allotments
Totals	\$51,407	\$34,597	\$16,810	\$35,759	\$27,400
Trinity Nghbd. House	24,682	15,272	9,410	22,467	10,000
Good Will Nghbd. House	26,725	19,325	7,400	13,292	17,400

Note: Total expenditures of East Boston Social Centers Council, 1946 \$56,006  
(excludes Westford Summer Camp - \$10,818)

B. Salary Budgets by Type of Personnel for Two Fund Agencies, 1948

Agency	Total	Administrative	Clerical	Program Heads	Activity Leaders	Visitors
Totals	\$29,055	\$6,600	\$4,620	\$10,800	\$5,235	\$1,800
Trinity Nghbd. House	13,380	3,000	1,560	4,200	2,820	1,800
Good Will Nghbd. House	15,675	3,600	3,060	6,600	2,415	-

C. Note: The Suggested Salary Plan is omitted since the proposed plan for East Boston recommends the consolidation of all agencies with the East Boston Social Centers Council, at an estimated saving to the Fund of \$12,400.

D. Expenditures for School Centers and Municipal Gym Program, 1948

Agency	Total Budget
Total	\$32,385
School Centers	4,920
Municipal Gym	27,465

The East Boston Social Centers Council was established to provide this Area with a neighborhood house and settlement program. Funds are granted to this agency from the Hyams Fund for this purpose and the agency has a record of continued progress.

Good Will Neighborhood House is located in the same general section of the Area as two of the East Boston Social Centers operations. Its program is mainly a children's program including a nursery school. The C.Y.O. is active in this section also.

Trinity Neighborhood House is located less than one-half mile north of the main operation of East Boston Social Centers Council. It occupies an old building which is quite small. Its program includes a well organized girls' program and a 'teen-age program.

All five of the operations are concentrated in the lower section of the Area and are dominantly concerned with children's programs.

Recommendation 53: The appropriate Division of the Greater Boston Community Council, with representatives of the East Boston Social Centers Council, Trinity Neighborhood House and Good Will Neighborhood House should develop a plan to effect the consolidation of these three agencies in accordance with the following:

- (a) A qualified headworker for the consolidated operation.
- (b) A single Board representing all interests should be promptly organized as the Board for the consolidated operation.
- (c) The financial resources of the two Fund agencies should be consolidated with the financial resources of East Boston Social Centers Council. Their funds should be used for the work of the consolidated agency and legal action to this end should be sought if necessary.
- (d) A qualified staff should be selected and employed to carry forward the consolidated operation.



- (e) The appropriate Division of the Greater Boston Community Council should, in cooperation with representatives of the consolidated agencies and of other voluntary and tax-supported agencies operating in East Boston, plan a complete program for the Area in accordance with the recommendations of this report. (See pp. 121-130, especially Recommendation No. 47, p. 126).
- (f) The buildings now operated by the affected agencies should be objectively appraised with respect to their present and potential use. Those buildings determined to be without value to the over-all programs should be disposed of. It is believed that the Marginal Street Center and the Jeffries Point Boys' Club should be abandoned and that the present building of the Good Will Neighborhood House should be used. Eventually a small building should be secured to replace this operation.
- (g) Consideration should be given to the use of a portion of the McKay School now only partially used for school purposes. Exploratory conferences to this end should be held with the School Committee under the auspices of the Greater Boston Community Council.
- (h) Further remodelling of the Central Square Center of the East Boston Social Centers Council, directed toward providing in this facility gymnasiums, auditoriums, etc., should be held in abeyance until a coordinated plan for the Area is formulated. The Paris Street Municipal Gymnasium is not now being as adequately used as it could be with proper organization of its use.
- (i) A Community Fund allotment of not over \$15,000 should be made to the new consolidated operation to be used for program staff, in lieu of the separate allotments heretofore given to certain of the affected agencies.

In lower Roxbury there are three neighborhood houses and settlements - Robert Gould Shaw House, Roxbury Neighborhood House, and Norfolk House Centre - all supported directly by the Greater Boston Community Fund. The 1947 expenditures and Fund payments are as follows:

	<u>Expenditures</u>	<u>Fund Payment</u>
Robert Gould Shaw House	\$36,609	\$23,584
Roxbury Neighborhood House	33,220	24,127
Norfolk House Centre	57,426	33,850

Two additional houses are also located in the Area: Emmanuel House, an operation of the Catholic Charitable Bureau, partially supported from a Fund allotment to the Bureau, and the Hattie B. Cooper Community Center, a Center supported by the Methodist Church.

Robert Gould Shaw House is located in an almost entirely Negro residential area and operates a nursery school, a children's activity program and a limited youth and adult program. The work of this valid agency should be continued, with increased emphasis in a program of community education with adults, and carefully integrated into the total program of the Area.

Roxbury Neighborhood House is located adjacent to a large housing project which to some extent, has changed the character of the neighborhood. The balance of the Area is more and more devoted to industry and commerce. A proposed highway extension, if completed, will destroy much of the residential area which now exists outside the housing project. The program of this agency is almost entirely one for children. Its budget for 1948 is \$37,614, with a Community Fund Allotment of \$23,996. It has capital funds in the amount of \$58,199.09, of which \$54,745.27 is unrestricted.

Norfolk House Centre is located on top of the hill in lower Roxbury and occupies an old building originally built for a hotel in the middle of the 19th century. It has purchased property around the house for use as a playground although immediately across the street is an elementary school. This playground is operated by the settlement for the use of neighborhood children. Its program is quite well balanced except that at best 50% is a children's program.

A library is also operated by this Center in cooperation with the Fellowes Athenaeum and the Boston Public Library. Extensive living quarters are maintained for the large resident staff. The 1948 budget of this settlement is \$54,522, with a Community Fund allotment of \$33,850. It has capital funds in the amount of \$165,399.76, of which \$150,352.31 is unrestricted. The 1948 budget for maintenance staff is \$10,000.

The pattern of operation for the neighborhood houses and settlements in this Area is almost identical with the operations in the Areas previously considered. However, this is a larger Area with a total population of 107,002 and a population of 18,142 between the ages of 7 - 16. Regardless of this fact, the cost of the present program is excessive when measured in terms of the kind of services offered.

Recommendation 54: The appropriate Division of the Greater Boston Community Council, with representatives of Roxbury Neighborhood House and Norfolk House Centre, should develop a plan to effect the merger and consolidation of these two agencies in accordance with the general plan outlined in Recommendation 51 (a)-(e) inclusive. In addition, the following is recommended:

- (f) As soon as possible the present buildings of Norfolk House and Roxbury Neighborhood House, which are larger and more expensive to maintain than is needed, should be disposed of. Until such disposition can be arranged -
  - (1) that part of Norfolk House Centre now used as residential quarters should be so utilized only to the extent needed by the minimum staff required to organize and direct the program. Use of the remaining space in such building for the operation should be reduced as much as possible, and maintenance staff reduced wherever possible;
  - (2) the living quarters in a separate building at Roxbury Neighborhood House should be inexpensively converted into apartments and rented at prevailing rates. The main building at Roxbury Neighborhood House may be temporarily used for programs until a new, smaller, and less expensive building is obtained for the combined operation.
- (g) The combined operation should obtain other quarters, geographically located to serve the lower part of the Roxbury Area; such quarters to be more homelike in character than the existing buildings, less expensive to maintain, and suitable for the permanent program of an Area center.



In the Dorchester Area there are three Settlements - Denison House, Dorchester House and Little House - supported directly by the Greater Boston Community Fund, and the Greenwood Youth Center, a joint operation of the Y.M. and Y.W.C.A. (See p.144).

The 1947 expenditures and Fund payments are:

	<u>Expenditures</u>	<u>Fund Payment</u>
Denison House	\$36,639	\$28,199
Dorchester House	27,136	19,020
Little House	15,510	12,121
Greenwood Youth Center	13,574	3,842*

Denison House has recently moved into this Area and is engaged in the organization and direction of a decentralized program utilizing tax-supported and other facilities. Dorchester House is one of the weaker settlements in the City, and in need of strong leadership. Little House has just moved into the Area from South Boston, working on the premise that a large number of old members in South Boston have moved into this Area and Little House should therefore follow them. It has acquired an old church building which it is remodelling for its use.

With two agencies relatively new in the Area and a third week agency, now is the time appropriate to move ahead with a consolidated program in the Area.

Recommendation 55: The appropriate Division of the Greater Boston Community Council with representatives of Denison House, Dorchester House and Little House should develop a plan for consolidation of these three agencies in accordance with a plan (with necessary changes) similar to the plan set forth in Recommendation 51 (a) - (f), (pp. 133-134) inclusive. In addition, it is recommended that the program of this combined operation should be closely integrated with the Greenwood Youth Center.

Gray Houses are the only settlement in Brighton (1947 expenditures - \$20,530; Fund payment - \$20,235). They are now operating two small centers primarily for a children's program, each of which is entirely inadequate. The building on

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\*One-half of this payment is received indirectly from the Fund through the Fund payments to the YM and the YW, respectively, and is included in the total Fund payments as given on 113.

Lincoln Street serves the west portion of the area north of the Boston and Albany Railroad. The eastern part of that area is not served. The Hano Street House serves a small triangle south of the railroad toward Cambridge Street. The money now being expended for the support of these houses should be able to provide a much more adequate program through the cooperative organization and direction of a decentralized program which would continue and extend the use of satisfactory school and playground facilities located in the area.

Jamaica Plain Neighborhood House is the only settlement in the Jamaica Plain Area, and is located in the congested section bordering the New Haven Railroad tracks. (1947 expenditures - \$14,906; Fund payment - \$13,012. Its program includes a nursery school, a children's program, weekly dances for 'teen-agers and a mothers' club. In the Jamaica Plain Area, Mary Curley School is now operated as an extended school center and there are also other public schools in the Area adequate for after school and evening activities. Again, it seems possible to provide more service to this Area through the organization of a decentralized program using tax-supported facilities.

There is no valid reason for settlement operations, patterned after the present settlement program in Boston, in either of these Areas.

Recommendation 56: The appropriate Division of the Greater Boston Community Council should give consideration to the recreation programs in the areas of Jamaica Plain and Brighton.

- (a) This Division, together with representatives of Jamaica Plain Neighborhood House Association, the Y.M.C.A., Y.W.C.A., C.Y.O., and other voluntary and tax-supported agencies in Jamaica Plain should establish in this Area programs in accordance with the recommendations of this report. (See pp.121-130).
- (b) This Division together with representatives of Gray Houses, the Y.M.C.A., Y.W.C.A., C.Y.O., and other tax-supported agencies in Brighton should establish in this Area programs in accordance with the recommendations of this report. (See pp.121-130).

Located in South Boston is the Olivia James House (1947 expenditures - \$20,520, including \$4,158 for the Annex; Fund Payment - \$13,659, including \$450 for the Annex). This Agency is operating a settlement program in its main building and an extension program in a small store building some distance away. This store build-

ing, the Annex, is entirely inadequate for a program of any scope. A block away from this building is an elementary school, The Oliver Hazard Perry School, with an attractive yard which the settlement supervises and a playground during the summer months.

Recommendation 57: The Olivia James House Annex in South Boston should be discontinued in its present building. The Division of the Greater Boston Community Council concerned with the planning of a coordinate, community-wide play recreation and group experience program should make cooperative arrangements with the School Committee, through the Department of Extended Use of Public Schools, for the use of the Oliver Hazard Perry School as a program center for this section of the Area; in the work of which center the Olivia James House should participate in accordance with the recommendations of this report.

Boys' Clubs.. (Part III. Pages 57-59) As previously pointed out, although Boys' Clubs are not as numerous as some other types of agencies in the Greater Boston Area, they are important factors in the total agency pattern; also because of adherence to a somewhat rigid philosophy and pattern of building operation actively promoted by the Boys' Clubs of America, they find it somewhat difficult to participate in a coordinated program of play, recreation and group experience in the areas in which their

(Text continues on page 145)



buildings are located as guided by principles such as are set forth in this report. Even if the validity of their restricted building program is recognized, they should participate in over-all community planning.

The strongest Boys' Club organization in the Greater Boston Area is the Boys' Clubs of Boston, Inc. This organization sponsors and operates three clubs in the City of Boston: one in Charlestown, one in Roxbury and one in South Boston. They have a strong Board made up of prominent, successful business and professional men of the city, all of whom are deeply interested in the Boys' Club movement. The Executive Director of this agency is a capable, efficient administrator who is particularly able and active in promoting the movement. He serves as the Executive Director of all three clubs. Another factor which adds strength to this movement in the Area is the fact that the Hayden Foundation, interested in Boys' Clubs, is apparently willing to make quite large grants of money for the construction of modern buildings to house these clubs, but not for their maintenance or cost of operation.

Although there is opinion that the Boys' Clubs of Boston has not been cooperative in those matters pertaining to community planning in which they could participate, there is considerable evidence that this is due more to their impatience with the lack of definite and firm community planning, and a lack of positive leadership in the planning program, than it is to an unsympathetic attitude toward the principles involved.

The program of Boys Clubs is a complete, institutionalized program in keeping with its basic philosophy that a Boys' Club is more than a club, it is a boys' guidance organization. Accordingly, it organizes and directs a program of physical activities, including the operation of swimming pools, playground programs, classes in typewriting, woodworking, printing, model airplanes, cooking, photography, radio and electricity, automobiles, and handicraft. It conducts social and special activities of many types, maintains a library, a game room and rather complete health and dental clinics.

The membership of the Boys' Clubs of Boston is divided as follows: approximately 6,000 are members of the Charlestown Club, 2,000 of the Roxbury Club and 3,000 of the South Boston Club. Approximately 6,000 of these members are between the ages of 6-13, 3,000 between the ages of 14-16 and 2,000 between the ages of 17-25. Of the two older groups, the Charlestown Club accounts for 4,000. The members of the Roxbury and South Boston Clubs are predominantly in the 6-13 age bracket.

The proposed budget for operating these three clubs for the year 1947 was \$209,481.72 (1947 expenditures were \$223,678 and Fund payment, \$169,547). Of this proposed budget, \$70,564.91 was for administrative expense and \$66,120.71 for building operation costs. The balance of \$72,796.10 was program expense. The major items in this program expense were:

Physical	\$27,897.62
Game Room	11,644.02
Special Activities	5,233.81
Library	7,454.55
Education Classes	8,982.72
Social Recreation	10,111.02
Miscellaneous	<u>1,472.36</u>
	\$72,796.10

Considered in terms of the rather broad purpose stated for Boys' Clubs these figures are interesting, in so far as they represent program. Predominant was the use of the gymnasium, swimming pool and playground. These three areas of program account for an expenditure of \$27,897.62. The game room, a room requiring only custodial type of leadership, accounts for \$11,644.02. The library, another fixed service, accounts for \$7,454.55, while the program of education classes and special activities, which should indicate somewhat the real scope of the interest program other than physical activities, accounts for an expenditure of \$14,216.53.

It seems obvious from this analysis that the support of institutionalized buildings of this type, largely for the use of boys of school age, for participation in a program of physical activities conducted in a gymnasium, a swimming pool and a playground, for the use of a game room and a library, and for participation in edu-

cational classes many of which are duplications of the school programs, is an expensive way to provide this program. When it is considered that this program largely takes place after school hours, on Saturdays, and in vacation periods, when School buildings are not in use, the question logically arises - why couldn't the Schools be used for this purpose? They are geographically located to serve definite areas, have usable facilities and should be available. The average cost of conducting activities twice a week during the school year in 14 school centers of Boston is approximately \$4,185. per center per school year of 9 months.\* This method of approach obviously provides a great number of opportunities for boys to participate in programs of this type. The average cost of conducting activities 6 times a week during the whole calendar year in the 3 Boys' Club centers is approximately \$74,560. per center per year.

Recommendation 58: (a) The Boys' Clubs of Boston should actively participate and cooperate with the appropriate Division of the Greater Boston Community Council in planning a coordinated program of community-wide play, recreation and group experience.

(b) Each local Boy's Club should participate fully in the development of the coordinated program of play, recreation, and group experience in the Area in which it is located; and each such Boy's Club should be aided in its local work by a committee of representative citizens resident in such Area.

(c) All Boys' Clubs should objectively appraise their programs and restrict their program expenditures to those parts of their programs which are not a duplication of tax-supported or specialized agency programs. The maintenance of extensive libraries, clinics and formal educational classes should be eliminated.

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\* Annual Report of Business Manager on Cost of Public School Education (Boston), 1946, page 96.



Burroughs Newsboys' Foundation (1947 expenditures - \$64,451: Fund payment - \$66,985\*). This agency operates a Boys' Club at 10 Somerset Street, primarily for the use of newsboys and boys engaged in the street trades of Boston. This agency also directs an extension program in certain sections of the city, utilizing neighborhood facilities one or two nights a week and operates a camp. The building is a three story building located on a valuable piece of downtown property. The membership of the agency was reported June 1, 1948 as 2,431 of which 902 are included in the extension program. A daily attendance of approximately 200 is reported. The age range of members is from 8-16. The program is a typical program for this age group, with gymnasium classes, arts and crafts classes, social and special activities. Also in operation is a medical and dental clinic. The operation of this building for a membership of 1,500 boys, exclusive of the members in the extension program, with a total daily attendance of 200 does not seem justified.

In view of the complete dependence of this club on Community Fund allotments for its support and maintenance, the size of the allotments required, its relatively small daily attendance, and the similarity of its program with the programs of other agencies concerned with boys, its continued operation as a separate club for those now being served does not seem justified.

Recommendation 59: (a) In accordance with Recommendation 38, p. 116, the Burroughs Newsboys' Foundation should be merged and consolidated with the Boston Y.M.C.A. as an integral part of its Boys' Work program, to be known as the Burroughs Boys' Center, with a well-rounded recreation and group work program at its present location meeting the needs of boys who either because of residence or work are accessible to this Center.

(b) A new Board of Directors for this operation should be formed, representative of the present Burroughs Newsboys' Foundation Board and the Board of the Boston Y.M.C.A.

(c) As soon as the downtown Community Center (See Recommendation 38, page 116) is constructed, this boys' program should be transferred to the new Community Center and become the Burroughs Boys' Center.

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\* Based on the 1947 budget of \$68,450. In accordance with Fund policy, the agency was allowed to keep the surplus of \$2,534 of Fund payment over actual expenditures to apply towards a deficit in 1946. In addition, the agency received a Fund payment of \$10,000 for camporships for boys attending Agassiz Village (1947 expenditures - \$41,349; 1948 budgot - \$47,500).

(d) The Burroughs Newsboys' Foundation building should be disposed of as soon as practicable.

(e) The Foundation's Camp at Agassiz Village may be continued in operation.

Girls' Clubs of Boston (1947 expenditures - \$46,656: Fund payment \$36,057). This agency is affiliated with the Boys' Clubs of Boston and operates somewhat jointly with them. Although it has its own Board and operates in separate buildings located in close proximity to the Charlestown Boys' Club and the South Boston Boys' Club, the Executive Director of the Boys' Clubs of Boston is in fact the Executive Director of the Girls' Clubs with a woman assistant in direct charge of the Girls'

Club program. Some joint programs are conducted from time to time but, in general, the two programs are separate. A Community Fund payment is made direct to the Girls' Clubs of Boston.

Although there is great need in Boston for an expanded program of play, recreation and group experience for girls, it should not be necessary to expand the number of organizations for this purpose, neither should it be necessary to construct separate facilities to be used exclusively for this purpose. The same general arguments hold true for girls' programs as hold true for boys' programs, particularly with younger age groups.

Recommendation 60: (a) The Girls' Clubs of Boston, Inc. should actively participate and cooperate with the appropriate Division of the Greater Boston Community Council in planning a coordinated program of community-wide play, recreation and group experience.

(b) Each local Girls' Club should participate fully in the development of the coordinated program of play, recreation, and group experience in the Area in which it is located; and each such Girl's Club should be aided in its local work by a committee of representative citizens resident in such Area.

(c) All Girls' Clubs should objectively appraise their programs and restrict their program expenditures to those parts of their programs which are not a duplication of tax-supported or specialized agency programs. The maintenance of extensive libraries, clinics and formal educational classes should be eliminated.

The Childrens' Aid Association (1947 expenditures - \$289,538; Fund payment - \$114,852.) This agency is primarily a casework agency. As a minor activity, it operates a Neighborhood Club Department to do specialized group work with children who because of their physical condition or because of certain behavior patterns are deemed to be in need of special guidance and leadership in a group activity program. Children are referred to them from a variety of sources, such as casework agencies, guidance clinics, hospitals, etc.

The general practice followed when a child is referred to them is for the Director to visit the child and, through this visit and the reports available on the



child, determine the type of program needed and then place him in one of the existing groups or organize a new group. In addition to the service rendered to the child via the group, there is constant contact with the child's own family; which may entail further social work. By and large, these clubs meet in homes or in the facilities of agencies in the community. Records show a total of 26 clubs, meeting once a week, with an enrollment of 225 and an average attendance of 155. These figures do not include "fringe members" who are not regularly enrolled in clubs. Five of these clubs meet in schools, 5 in settlements and 16 in private homes. The 1948 salary budgets of the Association for this work totaled \$9,150 for 4 persons.

More and more the public schools have been accepting the responsibility for doing personal work with children and youth in order to better equip them to take their place in society as normally adjusted individuals. The program of the Neighborhood Club Department fits into a general program of this type. However, the Boston Public schools are not now engaged in any extensive program of this kind. If it is properly carried forward for all children who are in need of it the program must be quite extensive and because of its individual approach, it is an expensive program to maintain. The fundamental question this program raises, therefore, is whether or not the community should be expected to support it by voluntary gifts. As it grows, as it is bound to do, regardless of its small beginning, more workers will be required which means more and more funds will be needed to support it. On its present basis of operation it is just in its infancy. This fundamental question should be faced squarely by the leaders in Boston at this time.

If the program is to be continued as a phase of a specialized group work program it then should be the responsibility of a group work agency. Case work agencies should not be multiple function agencies in the sense of doing group work programs any more than group work agencies should be multiple function agencies in the sense of expanding group work into case work. While it is quite true there may be a hair-line

of differentiation between these two programs in some instances, the determining factor should be the point of emphasis. In the case of this program there is no question but what it is conceived as a group work program and carried forward in accordance with this concept.

Recommendation 61: (a) The Division of the Greater Boston Community Council concerned with planning a coordinated community-wide program of play, recreation and group experience should explore with the Public School authorities the acceptance by the Public Schools of responsibility for work done by the Neighborhood Club Department of the Children's Aid Society; thus terminating further allotments by the Community Fund for this purpose.

(b) If the Public School authorities will not accept such responsibility, the Greater Boston Community Council should decide whether such a program, with its inherent probability of marked expansion, is a justifiable burden on voluntary contributors. If such a program is to be continued on the basis of voluntary support, it should become a part of the program of a group work (rather than a case work) agency.

Boy Scouts, Girl Scouts and Camp Fire Girls.\* As has been previously

stated, the Boy Scouts, Girl Scouts and Camp Fire Girls provide the most widespread service of all the agencies in the Greater Boston Area, (Part III, pp. 59-60). There are certain differences, however, in their organization relationships to the Greater Boston Community Fund and Council.

The Boy Scouts have 11 Councils which serve the Greater Boston Area. Some of these Councils are located in the Area and serve communities only in the Greater Boston Area; some are located in the Area and serve communities both inside and outside the Area; and some are located outside the Area but serve a few communities in the Area. In other words, the boundaries of the Boy Scout Councils listed as operating

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\*1947 figures for all Scout organizations are not yet available. 1946 expenditures for 11 Boy Scout Councils serving the Greater Boston Area were \$155,337 and payments from Community Funds were \$119,626. These figures have been adjusted to exclude any expenditures of the Councils for Scout programs in communities outside the Greater Boston Area and all camp operations. 1946 expenditures for Girl Scouts were \$130,264; Fund payments - \$95,638. These figures include reports for Girl Scout programs in all cities and in the majority of towns of the Greater Boston Area. The 1947 expenditures of the Council for Greater Boston Camp Fire Girls were \$18,869; Fund payment - \$13,958. The figures for Girl Scouts and Camp Fire Girls also exclude camp operations.

in the Greater Boston Area are not coterminous with the boundaries of the Area. This pattern of organization, therefore, limits to some extent the participation of these Councils in social planning for the Greater Boston Area. Furthermore, it gives them a variety of approaches to the Fund to secure money for the support of their programs. Some Councils are considered Fund agencies and submit their requests direct to the Fund. Other Councils secure money from the Fund because they are members of Local Chests which are members of the Greater Boston Community Fund, and which submit the requests for all their local agencies through a consolidated request to the Fund.

The Girl Scouts follow a plan of organization which is related directly to the cities and towns in the Greater Boston Area. Forty-nine of the communities included in the Greater Boston Community Fund Area have Girl Scout organizations. They also secure money for the support of their programs in two ways: some get it direct from the Fund as individual Girl Scout Councils, such as the Boston Council, the Brookline Council and the Girl Scouts of Melrose; but by far the majority of them are included in the requests for local allotments submitted to the Fund through local Community Chests.

With one exception the Camp Fire Girls operate out of one Central Council serving the Greater Boston Area. They therefore submit directly to the Greater Boston Community Fund their request for money for the support of their program in all the communities of the Area in which they operate.

Table 7, page 60 shows a total membership of 43,092 in troops of these agencies. Of this total 9,216 members are in Municipal Boston. Considering that Municipal Boston has a population of approximately 100,000 boys and girls of the age for these programs, and considering the great need for expanded opportunities in worthwhile play and recreation programs for these boys and girls, the Boston membership of these agencies is relatively insignificant.



Recommendation 62: The Division of the Greater Boston Community Council concerned with planning a coordinated, community-wide program of play, recreation and group experience should work with the Boy Scouts, Girl Scouts and Camp Fire Girl Organizations in the Area to the end that:

- (a) The boundaries of the different Scout Councils operating in the Greater Boston Area will be as nearly coterminous as possible with the boundaries of the Greater Boston Area.
- (b) A uniform method of allocating funds for the support of the work of these agencies be worked out. (Some formulae might be developed based upon the number of members served plus a certain amount each year for expansion).
- (c) The services of these agencies in Municipal Boston should be expanded.

Cambridge and Newton: At the beginning of Part IV of this report it was

stated that the plan of action or procedure outlined herein would be centered in the City of Boston, but that it was generally applicable to other towns and cities in the Area. Cambridge and Newton are two communities in which this is particularly true.

There is great need for the Division of the Greater Boston Community Council concerned with planning a coordinated program of play, recreation and group experience to work, through the proper local channels, in stimulating the development of community-wide programs for these communities in accordance with the principles set forth in this report. Both of these communities are providing a floor of tax-supported facilities which surpasses the floor provided by most of the communities in the Greater Boston Area, but the developments of the voluntary agencies are little related to this floor. Cambridge has an active Planning Board which has recently approved and circulated a plan of expansion for the tax-supported facilities and services. There is a group in Newton working toward the same end. Both communities have active Recreation Commissions with qualified leadership.

There is immediate need in Newton for better integration of the operations of the Recreation Commission and the School Committee. The best plan would seem to be for the Chairman of the School Committee and the Superintendent of Schools to be

ex-officio members of the Recreation Commission. A centralized system of permits controlling the extended use of schools should be developed. Better coordination of the tax-supported agencies and the voluntary agencies is essential. There can be little justification for the Y.M.C.A. to supervise public playgrounds. (Y.M.C.A. 1947 budget - \$96,807; Fund allotment - \$23,355). The program of the Rebecca Pomroy House, (1947 budget - \$10,475; Fund allotment - \$5,435) and the program of the West Newton Community Center (1947 budget - \$7,645; Fund payment - \$5,618) a settlement house in Newton, should be integrated with the balance of the community program. The West Newton Community Center should not build or acquire a new building.

The immediate need in Cambridge is an objective analysis and plan for coordination of tax-supported and voluntary agency programs. The Planning Board and the Cambridge Community Federation should immediately join hands and develop a plan for relating the voluntary agency facilities to the plan of expanded tax-supported facilities. The program of the Recreation Commission and the voluntary agencies should be coordinated. It is recommended that a Boys' Club building should not be erected in Cambridge, because a program for boys in Cambridge can be better and more economically conducted through effective use of tax-supported facilities and the existing facilities of voluntary agencies. (See Consideration of Boys' Clubs, pp. 144-147). The proposed Y.M. and Y.W.C.A. building plans should be studied in relation to the plan of the tax-supported agencies. The programs of the neighborhood houses and settlements should be related to other agency programs. The East End Union (1947 expenditures, including estimated expenses for November and December, - \$12,500; Fund payment - \$10,000) has limited facilities. Cambridge Neighborhood House (1947 expenditures - \$14,072; Fund payment - \$11,000) is in a locality which has greatly changed with the construction of two large housing projects, one of which has commenced its own recreation program. The programs of two settlement houses in Cambridge, Margaret Fuller House (1947 expenditures - \$24,820; Fund payment - \$11,850), and Cambridge Community Center (1947 expenditures, including 2 months estimated - \$22,699; Fund payment - \$14,016), should be coordinated with the other agencies in the community.

Recommendation 63: The Division of the Greater Boston Community Council concerned with planning a coordinated community-wide program of play, recreation and group experience should initiate at once, in Cambridge and Newton, through the proper channels, an objective study of the play, recreation and group experience programs in each of these communities in the light of the general principles and recommendations included in this Report.

#### Camping Services.\*

The camping services offered by the voluntary agencies of the Greater Boston Area are extensive. No detailed study of these services was made. Rather, the general organization of these services was reviewed as they relate to the community, the Community Fund and Community Council, the different agencies and the way referrals are handled.

In general, the organization of camping services in the Area reflects the pattern of agency operation which has grown up through the years. A multiplicity of camps and camping organizations exists, and offers services to boys and girls throughout the area. The general plan outlined in this report of relating and simplifying agency relationships and program operations in the Area seems to be applicable to camping services.

Several present practices relating to camp operations highlight the need for some better organization of these services. In general, camp budgets of Community Fund agencies are included in the general budget of each agency providing camping service when these budgets are submitted to the Fund. Agencies operating camps, such as the neighborhood houses and settlements, include their camp operating expenses as a part of their total operating expenses. Also, casework agencies that send children of their clients to camps operated by other agencies include in their general relief

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\* 1946 expenditures of camps operated by voluntary agencies of the Greater Boston Area were \$1,023,450; payments from Community Funds - \$123,981, from sectarian organizations - \$35,534. These figures were compiled for a special study of agency expenditures made by the Survey, and include expenditures made directly by camp-operating agencies and expenditures made for camping purposes by agencies not operating camps. Normal budgeting procedures do not include the routine segregation of total camping costs each year.



budgets these camping expenditures. A very rough tabulation of expenditures of this type of the major casework agencies in the area indicates approximately \$40,000.00 is being budgeted for camping in this way in these casework agencies alone. It is obvious that these practices make it exceedingly difficult to know how much money is being expended for camping services and whether the money allotted for this purpose is actually expended for it.

Recommendation 64: The Greater Boston Community Fund should establish a budget procedure which will set out in a separate item all monies which are budgeted for the provision of camping service by agencies not operating camps and for the costs of camp operation by agencies that do operate camps.

Included within the organization of the Greater Boston Community Council is a Camp Section of the Neighborhood Houses and Youth Agencies Division. This Section was established to maintain better relationships with camp-operating agencies and to aid in developing common procedures and practices which would benefit the camping services offered by the different agencies. This Section, however, does not process referrals or handle any camp funds. In common with the basis of organization of the Council, the Camp Section operates in accordance with the philosophy of "consent and agreement" among its constituents - the camping agencies.

This Section has been unable to establish any standard procedure or method for processing camp referrals. It is done on a case-by-case basis and leads to a great deal of shopping around. A camp referral form has been devised, but its use is optional and in practice it is little used.

All of this adds up to the fact that camping service in Greater Boston is not effectively or efficiently organized. Budgeting procedure is weak and not subject to control, close coordination of effort is lacking, general knowledge of how, when and where to proceed to make arrangements for camping service is not readily available and reporting procedure in the case of most agencies is weak.

Recommendation 65: The Greater Boston Community Council should establish as a part of the Camp Section;

- (a) A central camp registry office to handle all referrals to camps affiliated with the Council. This office should: (a) clear and process all referrals for camping service by agencies not operating camps, (b) be given complete authority and responsibility in matters pertaining to camp placement by these agencies; and (c) establish a uniform tuition for camping service to be provided these agencies.
- (b) A budgeting service procedure for all budgets for camp operation or the provision of camping service by its member agencies. It would be well to establish a central disbursing office where all funds allocated for the provision of camping service by agencies not operating camps could be disbursed. These funds could be held by the Greater Boston Community Fund to be disbursed on the order of this office.
- (c) A coordinating and information service office to assist guide agencies operating camps and the general public with respect to camp operations and services.

Many of the neighborhood houses and settlements in Greater Boston are camp-operating agencies. With the consolidation of many of these agencies as recommended in this Report (pp. 130-134) some action will be necessary to reorganize their camp holdings and operations. In view of the fact that the proposed program for these agencies relieves them of the responsibility for operating organized programs of play, recreation and group experience, which includes camps, these agencies should be divorced from camp operations.

Recommendation 66: The Greater Boston Community Council should arrange with the representatives of the neighborhood houses and settlements and The Boys' and Girls' Camps, Inc., a procedure under which The Boys' and Girls' Camps, Inc., will assume the operation of all camps now operated by neighborhood houses and settlements which are deemed adequate and essential for operation; or, alternatively, a separate Camp Operation Organization should be created and established for this purpose. The cost of operating such camps should be covered by allotments from the Greater Boston Community Fund for the purpose, and The Boys' and Girls' Camps, Inc., should become members of the Greater Boston Community Fund and the Greater Boston Community Council.

Partial Dissent by Executive Committee

The Executive Committee held on January 24, 1949, a duly called meeting further to consider the Report of the Recreation and Group Work Division.

A quorum of the members was present. By a majority vote of the whole number of the Executive Committee (there being no votes in the negative and no persons present being recorded as not voting), the Executive Committee partially dissented in writing from Recommendation No. 66 (page 157). (See Statement of Policies, Part II, par. 3; Part III, par. 7).

#### Reasons for Partial Dissent

1. In view of the expenditure of over \$1,000,000 a year by voluntary agencies for camping services, and in view of the confusion and wastage of effort resulting from the multitude of individual camp operations which seek support from the public at large through the Community Fund, the Executive Committee supports Recommendation No. 64 (standard camping budgeting procedure) and No. 65 (central camping registry; coordinating and information service; and camp budgeting service procedure).

2. As to Recommendation No. 66, the Executive Committee, of course, agrees that the Boys' and Girls' Camps Inc., the largest organization in the camping field, should have membership in the Fund and Council and participate fully in making camping plans for the Greater Boston Community.

3. The Executive Committee believes that the Community Council and the agencies concerned, in cooperatively working out into actual practice Recommendations Nos. 64, 65, and 66, should undertake to preserve a measure of the allegiance of the individual camp to its present sponsor. In that allegiance, and the related intake policy, lies great value. While preservation of such value may be inconsistent in many cases with merger and consolidation of individual camps into the Boys' and Girls' Camps Inc. or into a separate Camp Operation Organization, it is not consistent with a reasonable and prudent scheme for centralization of financing, budgeting, purchasing, and overhead administration.



Principle 6 states that the total community program of play, recreation and group experience should represent the sum of all programs financed by the community dollar and the wisest expenditure of this dollar.

The foregoing recommendations point the way toward this end. They are only beginnings. Much must be done to vitalize this effort and carry forward the recommendations. The coordination of plans and expenditures made available for this program is no easy task. When the plans are coordinated, budgets must be prepared accordingly. Budget-approving authorities must understand what is involved. They must understand the principles which are controlling and why they have value. This applies to the authorities of both tax-supported and voluntary agencies. It can be done. It requires intelligent, directed effort and effective procedures.

Recommendation 67: The Division of the Greater Boston Community Council concerned with planning a coordinated community-wide program of play, recreation and group experience should:

- (a) Establish a friendly working relationship and procedures with the governing authorities and administrative officers of the numerous tax-supported and voluntary agencies involved in this program, in the interest of developing understanding and cooperative action between all forces engaged in this coordinated effort. The support and guidance of the Council and the forces it represents, should be made readily available to these authorities when community interests can be benefited.
- (b) Review all budgets prepared by the respective agencies engaged in this effort, in the light of the coordinated plans developed, and present its opinion, comments and suggestions to the appropriate authorities at the appropriate time.

In Boston funds are made available from time to time for the support of play, recreation and group experience programs through the numerous private trusts located in the city. These trusts follow the practice of making grants, both small and large, to individual agencies largely on the basis of the agencies' own presentation of need. While the use of these grants for this purpose is commendable, it can also be a disturbing practice to real coordinated planning and operation. The tendency to circumvent disciplines, regardless of their general acceptance, is a human character.

istic. It is practiced by individuals and by agencies. Encouragement in this practice, through the securing of financial support not available when community disciplines are exercised, weakens these disciplines and in time will break them down altogether. Those who grant such funds under these conditions may not do it deliberately. They may merely act without consideration of all important factors and are often unaware that the community disciplines exist. Some democratic way must be found, therefore, to advise and keep these benefactors informed of all that is involved in the kind of community planning recommended in this report for operation in the Greater Boston Area.

Recommendation 68: The Greater Boston Community Council, and particularly with respect to programs of play, recreation and group experience, should consider it of paramount importance to develop and place in operation a procedure which has as its purpose the furnishing of regular information, counsel and guidance to all Trusts and Foundations that make grants to play, recreation and group work agencies in the Greater Boston Area. This information, counsel and guidance should be objective, should give full information about all factors involved and should be based on what will best contribute to the wisest, most efficient, and most economical use of the community dollar.

#### A Central Coordinating and Planning Device.

In discussing the need for a central coordinating device to exercise community discipline in planning, in order that the wisest expenditure of the community dollar can be attained, some consideration has been given to the traditional Council of Social Agencies or Community Council. (Part III - pp. 63-67). This discussion indicated that these Councils had not generally proved too effective in community planning and presented some general reasons why this was true. More consideration of this subject is necessary, inasmuch as an effective central planning agency is essential if there is to be developed an effective coordinated, community-wide plan of play, recreation and group experience.

The present Greater Boston Community Council, in common with other similar Councils, is the creation of the agencies that are its constituent members. Although it was created to do social or community planning, the scope of its effort



in this field is circumscribed by its member agencies. It has developed more as a mechanism for agency, rather than community, planning: that part of the community program of welfare represented by the member agencies of the Council establishes the general area within which the Council and its staff can rightly function. As new agencies may be accepted as members of the Council, representing a broader area of welfare service, to that extent the area is broadened within which the Council and its staff can work. The Council, as made up of its member agencies, seldom goes beyond this.

Within the field of agency social planning which the Council is established to carry forward, there is little thought that the functions of agencies can be questioned. The mere fact that they are accepted as member agencies of the Council tends to establish them and their functions on an equal basis with all other member agencies and the Council can hardly question them in this respect. Each agency stands on its own rights as a member of the Council. The social planning the Council is established to perform is directed toward relating community needs to the program to the member agencies and to aid in correlating these programs.

The Council staff is in fact a secretariat, a pool of trained staff to supplement the staff of each agency in certain matters concerning all agencies. To aid the Council in performing its function, the Divisions and Sections of Divisions of the Council are established. These are groupings of agencies working in an area of welfare common to all. Each of these Divisions or Sections has staff assigned to it from the total pool of Council staff.

The delegate body of the Council is likewise made up of representatives of agency staffs, usually agency executives, and of agency ~~Board~~ members. In this way, the executive and legislative functions of each agency are represented in order that a spokesman of each function may have the opportunity to voice his opinion in Council decisions and be informed on Council deliberations. The staff of the Council,



therefore, is a secretariat to both the staff and the Board of each agency.

The point of this brief review is to emphasize that the present Greater Boston Community Council is not by concept, make-up or method of organization qualified to be a community social planning agency. It was not created for that purpose, except as the community might be defined by agency interests, which is certainly not a valid definition, nor can it function as a community social planning agency on its present basis of organization. It may have a function as an agency creation but that function is not community planning in a real sense.

Without venturing into any discussion on whether a single organization made up of Fund and Council interests is better than two separate organizations, it is important to emphasize, as strongly as possible, that the mere consolidation of the present Council with its traditional concept and method of organization with any other body will not make an effective community planning body. An entirely new approach is necessary. Just as changing conditions have affected the function and purpose of many agencies, so they have affected the function and purpose of the Council. It does not fit the needs of the times.

One other point is worthy of brief discussion. Inherent in the Community Fund approach is a danger which is subtle, but it does exist. In the amalgamation of individual voluntary agency financial requirements into a single fund drive, emphasis is placed upon every agency to become a community agency in program scope. This is an unconscious emphasis but it is real. As the base of the fund appeal is broadened to include all citizens as givers to one common cause, the agency beneficiaries of these gifts are expected to provide services to the givers. These expectations express themselves in day-by-day pressures on the agencies and result in the tendency to expand service accordingly, which in turn results in a duplication of many services and requests for more money by the agency. This is particularly true in the field of play and leisure-time services. This tendency cannot be avoided, but it can be intelligently combatted. Coordinated community planning is one way to combat it effectively.

In considering a central coordinating and planning device which can effectively plan a coordinated community-wide program of play, recreation and group experience, three basic requirements are essential. They are:

1. An over-all policy-making board which represents the total community, not as agency representatives alone, but with outstanding citizens genuinely and unselfishly interested in the total welfare of the community and willing to give time and thought to this effort. In addition to outstanding citizens, this Board should include, as ex-officio members, the Chairman of the Board or policy-making body of each of the major agencies engaged in organizing and directing programs of services included in the coordinated play, recreation and group experience program. The Chairman of the City Planning Board should also be an ex-officio member of this Board. The size of the Board should be such as to allow at least 7 representatives of the public at large, unaffiliated with agencies, as members.

This over-all board should be the social planning body for play, recreation and group experience programs in the community. It should establish general policies to govern this effort; approve all plans developed to carry out the basic purpose; and approve and recommend to the Board or legislative body of each agency which may be affected in the operation of the total plan, the policies, rules or procedures necessary for that agency to put into effect in order that it may properly perform its function in the total plan of operation.

2. An executive and staff who are qualified to function as the technical staff in planning this program and who can interpret it to the over-all board (to whom they should be directly related in employment status), to the agencies and to the public at large.

The executive employed by the over-all policy-making board, to which he should report directly and serve in the capacity of director of planning for the whole community, should be the technical person responsible for seeing that the plans are formulated, that they are presented to the board for approval and are officially transmitted to each agency involved. The balance of the staff employed by this board should assist the director of planning and report directly to him.

3. A representative body of the executives of the major tax-supported and voluntary agencies conducting programs of play, recreation and group experience, to serve as a technical planning council.

This body of executives should serve as a staff council with the director of planning as chairman. All plans should be developed and worked out by this staff council and recommended for transmittal and interpretation to the over-all policy-making board. In case any agency executive is not in agreement with the plans recommended by the staff council, he should be afforded the opportunity to appear before the over-all policy-making board at the time the plans are transmitted to this board. The executives who are members of this staff council serve in a dual capacity. As executives of agencies concerned in the operation of the plan, they are able to interpret their agencies' plans, problems and operations. As professional people, they serve as members of a cabinet of technical advisers and draftsmen for the community.

In the judgment of the Director of this Study, the three groups discussed above meet the essential requirements for an organization which can effectively plan a coordinated community-wide program of play, recreation and group experience. An organization of this kind is simple. It allows for agency representatives in a legislative and executive capacity without confusing the two functions. It also provides a staff with independence to give genuine leadership to social planning in this field.

The over-all policy-making board for play, recreation and group work could be a division of a larger board representing the whole field of welfare, or it could be created by such a larger board. Given a qualified director of planning, members of such an over-all policy-making board would discover that social planning is creative, challenging work which fires their imagination and enthusiasm.

Recommendation 69: The Survey Committee, the Greater Boston Community Fund and the Greater Boston Community Council should cooperate to provide the three essential requirements, as set forth above, for a coordinating and planning device for a community-wide program of play, recreation and group experience.

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